REPORT RESUMES

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THE ROLE AND IMPORTANCE OF ADULT EDUCATION IN ZAMBIA. REPORT OF THE FRIEDRICH EBERT FOUNDATION SEMINAR (LUSAKA, APRIL 25-30, 1966).

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THE FOLLOWING WERE BROUGHT OUT IN THIS COLLECTION OF PAPERS AND RECOMMENDATIONS OF AN ADULT EDUCATION SEMINAR HELD AT THE STAFF TRAINING COLLEGE, LUSAKA, ZAMBIA--AT THE TIME OF INDEPENDENCE ZAMBIA IN 1964, ADULT EDUCATION FACILITIES EXISTED IN ONLY THREE PROVINCES ON THE RAILROAD LINE, AND OVER 60 PERCENT OF THE POPULATION HAD NO FACILITIES. OF 1.5 MILLION ADULTS, 1 MILLION HAD NEVER BEEN TO SCHOOL. OF PERSONS OVER 16, 75 PERCENT OF THE MALES AND 93 PERCENT OF THE FEMALES WERE ILLITERATE, MOSTLY IN THE RURAL AREAS. EARLY IN 1964 A CRASH PROGRAM OF NIGHT SCHOOLS WAS ORGANIZED IN CENTERS AWAY FROM THE RAILROAD. A CORRESPONDENCE COURSE UNIT WAS ESTABLISHED AT EVELYN HONE COLLEGE OF FURTHER EDUCATION, AND FEES WERE REDUCED AND A POLICY OF INCENTIVE FEE REMISSION INITIATED. IN 1965 A DETAILED ADULT EDUCATION PLAN WAS PREPARED AS PART OF THE NATIONAL DEVELOPMENT PLAN, 1965-70. AN ADULT EDUCATION SECTION WAS ADDED AT MINISTRY HEADQUARTERS, THE CORRESPONDENCE COURSE UNIT WAS EXPANDED, AND PARTIAL LOCAL FINANCIAL SUPPORT OF ADULT EDUCATION PROGRAMS WAS REQUIRED. TWO ADULT EDUCATION CENTERS WERE FOUNDED AT NDOLA AND LUANSHYA WHERE DAY COURSES AS WELL AS EVENING COULD BE GIVEN--IDEAL FOR DAY-RELEASE, SHORT COURSES, AND COURSES FOR WOMEN. (EB)

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1. FRIEDRICH EBERT FOUNDATION

2. ADULT EDUCATION SEMINAR - LUSAKA 1966

3. SUMMARY OF SEMINAR RESOLUTIONS.

The Seminar Members wish to draw attention to the following topics discussed:

a) THE ADAPTION OF A NATIONAL POLICY FOR ADULT EDUCATION TO WHICH THE ADULT EDUCATION WORK OF THE VARIOUS MINISTRIES, THE MINING COMPANIES AND PRIVATE ORGANISATIONS CAN BE RELATED.

This policy must lead to the creation of training and educational opportunities for men and women who were denied these in the past. These provision must aim to produce citizens who will work towards their own advancement as well as the development of Zambia.

b) THE NEED FOR MORE EFFECTIVE COOPERATION BETWEEN ALL AGENCIES PROVIDING DIFFERENT TYPES OF ADULT EDUCATION.

The National Council for Adult Education will examine the implementation of the national policy outlined below and should be given power and funds to make up deficiencies.

c) EFFECTIVE IN-SERVICE TRAINING FOR ADULT EDUCATORS.

In recognition of the decisive part played by adult educators proper provision for professional training should be made. Full time adult educators should take a one year diploma or certificate course.'Adult Education' should be included in the curriculum of teacher training courses, as most future part time workers are trained there.

d) GREATER EMPHASIS ON THE EDUCATION OF WOMEN.

Throughout the seminar great emphasis was laid on the fact that in a rapidly changing society women have a prominent role to play. In order to equip them to carry out their share in the country's development programme increased provision for their education and training should be made.

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WORKING GROUP REPORTS

A. A NATIONAL ADULT EDUCATION POLICY

i. Policy

The main aim of this policy must be to create opportunity for the training and education of men and women who through lack of foresight of previous governments were denied some or all such opportunities. In particular this policy should aim at the following goals:

1. To raise the skills of individuals to enable them to raise their standard of living.
2. To put before people incentires to encourage them to acquire skills and education.
3. To enable all adult, who so wish, to become literate.
4. To produce more mature and skilled men and women to meet the man power needs of the Development Plan.
5. To produce citizens, i.e. men and women who will take an active and responsible part in the affairs of the community at all levels.
6. To narrow the educational gap between the different generations and the sexes.
7. To bring about greater understanding and tolerance between the people of Zambia.
8. To enable people to adjust to rapid social change.

ii. Present Provisions

Some of the aims are already being partially achieved in a number of fields through the Extension Services of different Ministries including the Adult Education Programme of the Ministry of Education, the Mining Companies and private organisations. However, under the present organisational arrangements there is a real danger that the full aims here set out are not being achieved due to

(a) overlapping of provisions which is wasteful in economic terms;

(b) fragmentation of effort;

(c) one sided emphasis e.g. on formal adult education.

iii. A National Council for Adult Education

To assist in the implementation of this policy a National Council for Adult Education should be set up with the following functions:

(a) to examine all adult education provision in the country;

(b) to list priorities for expenditure on adult education within the framework of the Four Year Development Plan;

(c) to initiate projects to make up deficiencies when and where they occur.

Substantial financial provision will have to be made to enable the council to implement this policy over a period of time.

FRIEDRICH EBERT FOUNDATION
Seminar on
"The Role and Importance of Adult Education in Zambia"
at the Staff Training College,
Lusaka/Zambia,
from 25th - 30th April, 1966.

SOCIAL CHANGE AND ADULT EDUCATION

by R.C. Prosser B.Sc. (Econ.)
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In any dynamic and changing society, the relationship between the speed of human adjustment to changed condition and the speed with which those changes occur, is one of paramount importance. Where the speed of social, economic and political change is slow enough for normal human adjustment to them, then no pressing problems will arise that can be attributed to maladjustment; well-tried institutions, customs and conventions will provide the necessary lubricant for the re-orientation of human attitudes which is compatible with stability.

This, however, is not so in times of violent and quick change. Here change rushes ahead of the capacity of the society to adjust itself and leaves the bulk of that society bewildered and frustrated.

There is only so much in terms of human readjustment that can be done at any one moment. An unstable society generally is one in which change is occuring faster than can be coped with in that society. Conversely, a stable society is one in which change is adjusted to as it occurs. In a stable society we expect economic development and prosperity to show clear and steady patterns of growth; we expect, socially, to find an apparent integration of society with a bold and firm structure.

It is unlikely that any society will be without any maladjustments or without any signs of instability, for there must be a time lag between change and its absorption. But where these maladjustments are a minimum, they will not alter overall stability. In this situation, change is occuring all the time, but it occurs at a rate compatible with the capacity of the society to absorb it.

Where these disequilibria are too great to be absorbed, we may describe the society as unstable: societies where violent political upheavals are the order of the day: where economic systems reflect an unhealthy fluctuation; and where social prejudices and strains result in inhumanities and inequalities, often giving vent to physical expression. Here change is occuring at a rate faster than the change absorption capacity can cope with it.

Some developing parts of the world can be placed in this last category: states undergoing violent change in their transition from one culture to another. The speed of change is greater than the capacity of society to digest it. In these areas the type of changes involved is generally away from an oligarchical "age-group" political system in a setting of a simple barter economy and rigid social structure, and orientated towards a democratic political system on a competitive cash economic basis with a maximum of social mobility. This is a momentous change: but a change which becomes momentous only by the introduction of the time factor.

Changes come willy-nilly whether they are wanted or not, and simply societies existing in previous isolation collapse under the vigorous onslaughts of the more powerful, complicated and highly

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B. IN-SERVICE ADULT EDUCATION TRAINING

1.The group considered this problem in the following order:

(i) Aspects of Adult Education for which special training was required.

(ii) Content and duration of Adult Education Training Courses to be offered.

(iii) Organisations and agencies to be responsible for sponsoring such courses.

2. We considered that training was required for both full-time and part-time workers in adult education if the needs of an efficient expanding adult education service in Zambia were to meet. This would include special short courses for trade unions, co-operatives and other voluntary organisations for the purpose of stimulating the interest of these organisations by showing them way and means on which adult education could assist in their development.

3. Our conclusions with regard to the types of courses required to meet the growing needs of adult education movement in Zambia were as follows:

(i) One Year Full-Time Diploma or Certificate Course in Adult Education.

This we considered to be the most important requirement at present, the aim being to provide Zambia with trained full-time organising staff it requires for its formal and university extra-mural adult education programmes and possibly for adult literacy work, too. The syllabus for such course would include: -

Administration and organisation of Adult Education Programmes, Comporative Adult Education Principles and Methods of Education, including the Psychology of Education with special reference to the education of adults;

Inspection Duties and Reports in Adult Ecucation;

Familiarisation with programmes of all types of Extension Workers;

Advisory Work in Adult Education.

The course should include, in our view, a considerable amount of practical work, including teaching practice, and could best be run by the University. It is suggested that a two-year correspondence course with residential periods covering the same syllabus might be prepared but should not be considered a substitute for the one-year course. The minimum entry qualification would be a Form II Certificate together with a G.C.E. 'O'Level pass in English, and teaching and adult education experience. People awareded this Certificate or Diploma would be appointed in adult education work at the next higher salary grade to people doing similar work without such a qualification.

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(ii) One Week Course for Evening Class Supervisors and Teachers;

Psychology and Methods of Adult Education;

Organisation and Supervision of Evening Classes.

These courses would be organised by full-time Ministry of Education staff on a provincial basis at teacher training colleges and secondary schools. It is suggest that two such courses for 15 - 20 students each might be organised each year.

(iii) Teacher Trainees

It is proposed that the methods and organisation of adult education should be included in the curriculum of all teacher training colleges and the University, and not less than one period per week should be devoted to this subject.

(iv) Extension Workers

It is proposed that a similar element to (iii) above, but tailored to their special needs, should be included in the training of all types of extension workers.

(v) Voluntary Workers

It is proposed that special one-day courses be organised on regional basis to stimulate interest and participation in adult education amongst voluntary organisations such as trade unions, co-operatives, Y.M.C.A., Y.W.C.A. etc.

(vi) Overseas Training

While considered that none of the known courses overseas were ideally suited to the needs of Zambians, such courses and experiences overseas would be of great value in giving adult education staff an insight into how these problems are tackled elsewhere. Any suitably qualified wives of staff sent overseas should go with their husbands so that they could usefully be engaged as a team on their return.

C. WOMEN'S EDUCATION

The working group discussing the educational needs of women in Zambia first established a framework for its discussion. We took the next four years as the time period to consider because this correspondes with the Four Year Development Plan period. We decided that the need for education of the urban and rural women were sufficiently similar to allow us to discuss them at the same time. And lastly we used the four categories familiar to the seminar to group our suggestions.

(a) fundamental;

(b) technical and in-service;

(c) formal;

(d) liberal.

1. We discussed fundamental education largely in terms of child and maternal health, literacy and nutrition. The group felt that a considerable expansion of the leadership programme should be undertaken by both the private and government sectors of the adult education movement. There should be more nurses trained as home visitors, The number of homecraft centres run by missions and subsidized by government should be enlarged. Staff for these centres need to be trained. Of the many trained leaders needed, perhaps the most important single group is the community development worker. He has the training, and with some luck and hard work, the opportunity to help overcomes some basic human and organisational barriers to a substantial expansion of fundamental education for women.

The first barrier is the present inability of women to recognise the nature of their problems. Sometimes these women are not aware of their problems in the sense that they cannot conseive of something better. The community development worker is trained to help them in various indirect ways to explore the nature of their problems and to come to a compelling awareness that something should and can be done about it.

Secondly the community development worker is given enough information about health, nutrition, and other basic subjects to provide groups of women with a starting knowledge of these matters. When the women have assimilated this knowledge it is often appropriate to call in experts in health, agricultury and so on.

This raises the discussion of the third barrier. We refer to the present vertical organisation of Ministries. There is too little co-operation between government workers at the district level. Community development principles, if practiced, can bring about a break through here. One of the main jobs of the community development worker is that he acquires a thorough knowledge of the resources available to people. This would include the services of the health and agriculture people, for example. If the various Ministries relax the bounds of their present method of operation, the community development worker could do much to help integrate and co-ordinate the work of several Ministries with groups of women.

In discussing literacy, it was assumed that the purpose of the literacy programme was not so much to teach people to read and write as to help people learn how to grow better crops and raise healthier children. In pursuing these purpose it was felt that the literature in the venacular should be greatly enlarged. Various government ministries and private organisations could (and are to some extent) produce material in the venaculars.

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A government agency should be given the responsibility to co-ordinate this production of materials. The most promising agency to accept this responsibility is the literacy department. It was thought that there could and should be political education for women in form of classes in simplified civics. Women could divere the drive they demonstrated during the effort to achieve national independence to a study of what it is that resulted from their earlier efforts. Women must be involved in the national development plans if these plans are to be a success. In order to carry out a study of how the government works, some women must be trained to help lead these study groups.

Fundamental education, as used in the seminar, seemd to imply a change is required in fundamental additude and practices. We felt that in at least one instance, there should be an effort made to preserve certain aspects of traditional education. Some change from the traditional to the new are being made too fast. Women should be encouraged to teach their daughters, for example, in those traditional matters which would help stabilize the society in which the girls find themselves. Too often these girls have neither the strength of the traditional nor the new to sustain them as they meet or retreat from their problems.

2. Our discussion relating to technical and in-service education for women can come under the reading More! More! More! - More educational opportunities are needed for girls who leave school in lower primary. Voluntary organisations such as the churches may be suited to help cater the need of these girls. The programmes could include simple homecraft skills, leisure time activity, and other subjects that can be grouped under the title 'Education for Life'.

It is recommended that more opportunities be made available to girls who leave school after graduation from primary school. The training programme should include training for girls as receptionists, telephone operators, simple clerical work, nursery school attendances, copy typists, domestic help, workers in the expanding clothing industry, and literacy assidtants.

More opportunities are needed for Form II girls. Since many men are presently unemployed it was thought that these opportunities should be restricted to those jobs for which women are especially suitable such as nursing and teaching.

Further professional training for professional women should be held on week ends and during, for teachers on school vacations.

Residential schools for girls attending technical training classes would be an important addition to the educational opportunities for women. This scheme would provide , especially for young women, the supervision that is often needed but not present. It could also provide the opportunity to deal with the question of what to do with leisure time. The girl will be typing only eight hours per day. Help in learning to use the leisure time would be a valuable addition to any technical trainees educational programme.

It was also felt that various government agencies should be alent to the possibility of alloting certain business opportunities to women. For example, a percentage of market stalls could be held for women who have children to support.

3. We discussed the third educational category of formal education only briefly. There was strong support for the idea that adult education should be held when safe and conuenient for women. The employment of full-time teachers in adult education centres would facilitate such a programme. An expanded correspondence programme would help meet the need of women who cannot attend any classes.

4. The liberal category of adult education was also discussed only briefly. While the mood of the group seemed to reflect the national mood which feels that liberal education may have to wait until there is further development of the other forms of education, we did feel that more attention should be paid to liberal education now.

More attention to physical activity that is recreational was thought desirable.

Art activities such as drama are valuable components of an adult education programme.

Members of the group felt that there was a shortage of trained leaders whose business it is to help people develop the moral side of their living.

It was thought that there are some facilities available for a liberal education that are not being used, An effort to remedy this would be worthwhile.

In conclusion, we would contend that although there are many demands on the resources of Zambia. it would be a mistake to neglect the education of women in Zambia. They must move ahead with men and children on the educational path if Zambia is to prosper economically, socially , and politically.

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SPEECH BY THE MINISTER OF EDUCATION,
THE HONOURABLE J.M. MWANAKATWE, M.P.
AT THE OPENING OF THE SEMINAR ON ADULT EDUCATION ON
MONDAY, 25th APRIL, 1966.

I am very grateful to the Friedrich Ebert Foundation for inviting me to open this Seminar on Adult Education. Some of you will have attended the Conference that was held here in Lusaka last year on "The Use of Mass Media in the Education of Adults". That Conference, I think it was generally agreed, was extremely useful. It helped to throw new light on ways and means of tackling this massive but vitally important problem of adult education. We were fortunate then to have the benefit of expert opinion from other parts of Africa and from overseas to help us in considering the more effective use of the various mass media in relation to this problem. We are again very fortunate to have with us a number of distinguished visitors with long experience of adult education, both in Afirca and elsewhere. May I, on behalf of the Government and people of Zambia, say how very pleased we are to have you with us, and while your visit is a working one, we hope it will be a pleasant and enjoyable one too.

I should also like to express our sincere thanks to the Friedrich Ebert Foundation for making this Seminar possible. I know that the local representative of the Foundation, Mr. Krix, has put in a lot of hard work in making all the necessary arrangements. We are most grateful to him and to the Foundation for the valuable assistance they are giving us in these challenging times.

The Government of this country is deeply conscious of its responsibilities in this field of adult education and is anxious that there should be a comprehensive and worthwhile programme to meet the needs of all our people. We are fully aware that one of the quickest and surest ways to develop the economy of this country, and to develop institutions responsive to the needs and aspirations of our people, is by the provision of such a programme. Without the provision of adequate educational facilities, including facilities for adult education, Zambianisation, which is so vital to the development of complete nationhood, cannot go forward as quickly as we would all wish.

But let us not delude ourselves as to the magnitude of the problem with which we are confronted. At the mass media conference last year I referred to the fact that out of a total adult population of some one and a half million, only five hundred thousand had been to school and less than one in three of our adult population have been to school and less than one in thirty have had a complete primary education. This then is some measure of the formidable task that lies before us. We have, of course, already taken drastic action to ensure that this appalling situation is not perpetuated. Plans are now well advanced so that by 1970 we shall be able to guarantee every child entering school a full course of seven years primary education, and a large proportion of these children will be able to go on to secondary school. But this still leaves us with the immediate and massive problem of adult.education.

However, in our anxiety to get to grips with this problem, we should not overlook its complexity, for it is not simply a question of size. Adult education in the developing countries of Africa cannot be easily defined. It means different things to different people.

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It ranges from adult literacy to work of university standard, and at each level it takes many different forms from formal education classes through liberal studies and citizenship training to in-service training and extension work. Within this vast field there are many special needs to be met; those of women and youths; those of the trade unions and the co-operative movement; of the urban community and the rural community. Each poses its own special problem calling for special solutions, but each is also important in its own way for the development of our economic, social and political institutions; indeed, for the development of the country. We cannot afford to waste any of our human resources, especially at a time when our young, vigorous and rapidly developing country is desperately in need of an increased supply of educated man and woman-power.

However, in Zambia, as elsewhere, we have only limited resources with which to meet all these desirable, indeed necessary, objectives. No one is more conscious of this limitation than is a Minister, for no matter how worthwhile each individual project brought to his notice may be, they cannot all be implemented at once and in the end a choice must be made. This is not, of course, a problem peculiar to developing countries, it applies to even the most affluent of societies. The affluent society can, however, afford to take its time in making its choices; it can even afford to make rash experiments. In a developing country on the other hand, decisions have to be made quickly if the country is to go forward as rapidly as the people wish and rightly expect. At the same time it cannot afford to squander its resources on idealistic but impracticable schemes. The problem of choice is, therefore, both difficult and urgent. But I believe this problem can be dealt with on a sound and rational basis provided that we keep our feet firmly on the ground.

You will, during the course this week, be hearing in some detail about how we are tackling this problem in Zambia and of our plans for the future. I shall, therefore, only deal very briefly with some of the issues involved. I have already indicated the tremendous challenge which faces the Government and people of this country in the field of adult education. When the present Government took office in January, 1964, it was faced with a much more serious situation than had been anticipated. We were, of course, well aware of past neglect in this field and of the totally inadequate provision that was then being made, not only in relation to needs, but also in relation to the resources that were readily available to meet them. This was well known and we had referred to it in our election manifesto. But not only was the provision of adult education facilities totally inadequate; the organisational structure, upon which a great leap forward might have been based, was almost non-existent. Except for the three line-of-rail provinces, there was no adult education staff in the field. Consequently, over sixty per cent of our population had no facilities for adult education whatsoever. But what was perhaps even worse, there was no one at Ministry Headquarters with special responsibility for this vitally important subject. Almost inevitably in such circumstances, questions on adult education were dealt with on a piecemeal basis and no real attempt was made to co-ordinate and direct its development.

The total Government effort in adult education at that time, both in terms of student enrolment and expenditure was less than that of the mining companies on the Copperbelt. A glance at the Annual Reports of my Ministry for the years 1961 to 1963 will confirm this picture. Each year we find that "progress was hampered by a grave shortage of staff and financial stringency" and throughout this period, 1961 to 1963, expenditure on adult education was actually falling. From these few facts which I have just given, you can see the serious situation which confronted the present Government when it took office at the beginning of 1964. We had to start, in effect, almost from scratch.

But adult education is, of course, almost one of my responsibilities as Minister and at that time - January, 1964 - there was much that needed to be done urgently. We had just taken over the responsibilities of the Federal Government which included responsibility for non-African education.

Quite clearly we could not allow this system of education organised on racial lines to continue, for it was here, perhaps more than in any other sphere, that the effects of minority privilege and power could be most readily seen. We had, therefore, to take action to rectify this situation. At the same time, we had to draw up plans for the rapid overall expansion of the educational system. More primary and secondary schools and teacher training colleges were urgently needed. A massive recruitment campaign for the teachers from overseas had to be organised in order to meet the local shortfall. Technical education required a thorough reorganisation. Preparations for the establishment of the new university had to be made. My Ministry was, therefore - leaving aside the question of adult education - faced with a tremendous challenge. Even so, we were able to introduce a number of measures to assist the expansion of adult education, particularly in the neglected rural areas.

In the first place, I ordered the establishment of the Correspondence Course Unit and the preparation of a pilot scheme for correspondence courses at the junior secondary level. We all know of the possibilities of exploitation by commercial colleges, which in a young, developing country are mainly foreign based and therefore difficult to control, in this particular field. There are many adults who, while anxious to improve their educational qualifications, are not in a position to attend ordinary evening classes sponsored by my Ministry. Some live in areas where it is just not possible to organise viable evening classes - this is particularly true of some of our teachers in the smaller and more remote primary schools. Others are not able to attend evening classes because of the nature of their employment, such as shift workers. Therefore, I considered the development of an efficient correspondence system of education, tailored to the needs of our adult population, at fees which they could afford to pay, to be an essential item in our adult education programme. By the middle of 1964, the Correspondence Course Unit had been set up at the Evelyn Hone College of Further Education and its first students had been enrolled. Since then the Unit has gainded valuable experience in correspondence methods of education and of some of the special problems involved. This required a not inconsiderable effort on the part of the staff concerned, for it was not only a question of getting the courses written, but also of training staff for the very exacting production and distribution techniques involved, These initial problems have now been overcome and the Unit is, I believe, now in a position to broaden the scope of its activities. At the end of the last year, it moved into larger premises in Luanshya and is now well placed for a period of more rapid expansion and consolidation of the courses being given. The way in which the Unit has been organised, and the quality of the education it offers, certainly surpasses what has been achieved in Southern Africa by commercial organisations responsible for adult education. If any Government in East or Central Africa has made more rapid strides in this direction, we shall be only too glad to laern from their experience in order to improve the efficiency of our Unit.

The second step I took in connection with adult education when I assumed responsibility for education in 1964 was to order an emergency programme of FormI and II evening classes to be organised. It was particular anxious that such classes be established in the larger centres away from the line-of-rail which had previously been neglected. As a result of this action, in the second half of 1964 classes were started in such centres as Mongu, Fort Jameson, Fort Rosebery, Kasama, Kasempa and Mwinilunga, which had previously had no classes, as well as additional classes in the established centres along the line-of-rail. Thus, a start had been made to giving adults, particular in the rural areas, a better deal than they had been given in the past.

However, it was clear to me that a series of ad hoc measures could not adequately deal with the situation which confronted us. Therefore, two further important measures were taken during 1964. One was the establishment of a committee of senior officials within my Ministry to consider the future organisation of adult education, for it was evident that without a considerable strenghtening of the existing organisation progress would not be as rapid or as great as was required if we were to make

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any real impression in this field.

Secondly, at the end of 1964, I issued instructions for a considerable reduction to be made in the fees charged to adults who wished to join evening classes, in some cases by as much as sixty per cent, for it was clear that while the fees then being charged may have been within the reach of some of the better paid workers, they presented an insurmountable barrier to the great majority of our people. Consequently, even in areas where we had the organisational staff available, expansion was not nearly as rapid as it might otherwise have been. I also had incorporated into these instructions a provision which would give an incentive to adults who had joined classes to persevere with their studies. Under this provision , any adult who has an attendance record of at least sixty-five per cent during the year and whose progress has been satisfactory may attend the next year of the course or the first year of the next higher course free of charge. This remission of fees will continue for as long as these conditions are fulfilled. Thus fees no longer present any mayor abstacle to adults joining evening classes and effort is duly rewarded.Many adults have already taken advantage of these provisions and I hope that many more will do so in the future, for we not only want to expand our adult education programme, but also to increase the number of qualified personnel this country so desperately needs and this can only be achieved if our adult students persevere and work hard at their studies. There is already some evidence that this is happening. Our teacher training colleges, for example, are each year taking more and more people who have qualified for admission through evening class studies.

The effects of these measures taken in 1964 are reflected in the enrolment figures for 1964 and 1965 respectively. Whereas in 1964, there were just under 4.500 adults enrolled in Ministry-sponsored evening classes - a figure which in itself represents a considerable increase over previous years - in 1965 the total had reached 13.700; in other words, we had achieved a threefold increase in one year. These figures do not include enrolments in the internal evening class programme of the Evelyn Hone College which also experienced a considerable increase in G.C.E. and higher level course enrolment. Thus, it was clear that, while our enrolments were still pitifully small in relation to the problem we were facing, the tide had been turned and we were now beginning to make some progress with the development of a more realistic adult education programme.

However, while expansion had now begun to take place on a much more substantial scale than in any previous period, this expansion was still very uneven in term of geographical distribution. For example, of the total enrolment of 13.700 for the whole of Zambia last year, the three line-of-rail provinces accounted for over 11.000 of them. In fact, if we take any one of the three line-of-rail provinces, it had a significantly greater number of enrolment than the five off the line-of-rail provinces taken together. Put another way, the three line-of-rail provinces with just over forty per cent of the total population of Zambia secured eighty per cent of the enrolment in adult education classes, while the other five provinces with almost three-fifth of the total population,managed only one-fifth of adult education class enrolments. It should be noted that these figures I have just given you only represent enrolments in adult education classes directly sponsored by my Ministry either through Local Education Authorities or the Evelyn Hone College Extra-Mural Department. They do not include classes financed and controlled by outside agencies such as the mining companies, which, as you know, have a pretty substantial adult education programme, or other organisations along the line-of rail; if these had been included the disparities which I have indicated between the on and off the line-of-rail provinces would, of course, have been even greater.

However, some progress has been made as compared with 1964 when the total enrolment in the off the line-of-rail provinces was only three hundred and thirty-three as against 2.725 last year - a more than eight-fold increase and represented only 7.5 per cent of total enrolment as compared with almost twenty per cent last year. Still, the fact remains

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that the three line-of-rail provinces have had such a lead over the other five provinces, it is unlikely that the gap between adult education opportunities off and on the line-of -rail will ever be closed without the Government taking deliberate action to this end. This Government attaches supreme importance to the development of our rural areas and we consider that adult education in all its many forms has a vital role to play in this development. Therefore, in the second half of last yaer my Ministry introduced two sets of measures aimed at closing this gap.

The first of these measures concerned staffing. As I mentioned earlier, senior officials of my Ministry had earlier considered this matter, and provision had been made in the 1965-66 Estimates for the establishment of an adult education section within Ministry Headquarters and for the appointment of additional Adult Education Organisers so that every province would have at least one member of staff concerned exclusively with adult education. At the same time these posts were upgraded. Formerly, they had been classified for some unknown reason with posts involving general clerical duties. It was considered that these jobs had a certain professional content, for as I mentioned earlier, it is not only essential that we expand our adult education facilities but that we should also produce really worthwhile results. This requires that our fulltime staff in adult education should have some knowledge of what goes on in the classroom and it was, therefore, decided that the Adult Education Organiser post should become a promotion post within our teaching service. By employing keen, experienced teachers on this work we shall be able to ensure that the quality of our adult education programme, as well as the quantity, is not neglected or held back due to lack of organising stff. It will also ensure that adult education questions are no longer dealt with on a piecemeal basis at Ministry Headquarters. We shall, of course, continue to engage more and more Adult Education Staff as our programme grows.

This measure - the appointment of staff - was an essential complement of the second measure that was taken. The second measure involved the preparation of a detailed adult education plan covering the four year period of the National Development Plan. This plan for adult education has two major aims; to expand the provision of adult education classes so that by 1970 there will be approximately 60.000 students enrolled in over 2.000 classes ranging from lower primary to G.C.E. 'O' Level, and at the same time to eliminate the gap in adult education opportunities between the on and off the line-of-rail provinces. This last aim - the elimination of the gap - has been deliberatley built into the plan by allocating classes on a population basis. It does not mean, of course, that the gap will be eliminated overnight - it is far too wide for this to be done on a sound basis - but it does mean that over the period of the plan, and within the overall programme of expansion which the plan provides, the gap will be progressively eliminated. It will be eliminated not by reducing the number of classes in some areas and increasing them in others, but by so increasing the rate of expansion in those areas which have been badly neglected in the past so that by 1970 they will have caught up with the less neglected areas. For example, the plan provides for a roughly fivefold increase in the number of classes in the Barotse and Luapula provinces, whereas for the country as a whole the number of classes will be less than trebled. The overall scale of the plan is such, however, that it will allow substantial development to take place in the line-of-rail provinces. The number of classes in the Western Province, for example, will be doubled over the period of the plan which, interms of enrolment, will mean an increase in that provinces roughly the same as the total enrolments for the whole country in 1964, that is 4.000.

In addition to our plan to expand the provision of adult education classes, we also intend to expand the activities or our Correspondence Course Unit so that no deserving adult, whoever he may be, will be denied further education through lack of opportunity. As I mentioned earlier, in large areas of the country it is virtually impossible to organise secondary evening classes for adult because the qualified staff to teach the classes are just not available.

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For people in these areas and many others - shilf workers, policemen, civil servants with a lot of touring duties, and so on - an efficient correspondence system at reasonable fees is the answer. We have, therefore, worked out a detailed plan for the progressive increase of enrolments in correspondence courses provided by our Correspondence Course Unit, both at the junior and senior secondary levels, so that by 1970 enrolments with the Unit will have reached almost 3.000.

Finally, to round off my Ministry's plans for adult education, I should mention the provision of adult education centres. Last year we were able to start two such centres - one at Ndola and another in Luanshya - in former fee-paying schools that had become redundant at the end of 1964. In these centres it is possible to organise courses for adults in the daytime as well as in the evenings, and they are ideal for day-release and short, fulltime courses to meet local needs. They also run special courses for women. Already we are finding that these centres are proving extremeley popular and serving a very useful function.

Each one now has an enrolment of over six hundred students and we hope to be able to start more of them over the next few years.

I have now given you in broad outline a picture of what my Ministry is doing and its plans for the future in the field of adult education. No doubt the details will be filled in during the course of your discussions this week. We are faced with many problems and challenges, but I believe if we discuss them critically and realistically they can and will be overcome. I shall await your conclusions with great interest. It now only remains for me once again to express our most sincere thanks to the Friedrich Ebert Foundation for arranging this seminar.

I now have much pleasure in declaring this Seminar open and I hope that your stay here will be both a profitable and an enjoyable one.

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developed societies that have taken change at their own leisure to reach their present stage of development. If there is any tragedy, it lies not in the collapse of the simpler societies, but in the instability of the societies to absorb these massive changes and readjust themselves speedily without violent political upheaval, economic crises and social instability with all their inherent evils.

CORNER-STONE FOR DEVELOPMENT.

Stability within a society, therefore, is the corner-stone upon all else rests and upon which all development is based. Stability is directly proportional to the relationship between the speed of change and the capacity of that society to adjust itself to change. When these are out of balance and instability results, then either the speed of change must be slowed down of the capacity of the society to absorb the change must be widened and deepened.The first of these represents an almost impossible task and may, indeed, be undesirable. It would presuppose that a society could be kept in isolation and guarded against the free flow of new ideas and the resulting newly felt needs and desires. Contacts between societies at different levels is inetable and hence control of the speed of change is impossible.

This, then, will leave only the solution of increasing the absorption capacity of the society in order to preserve the society's balance. And this must be the role of adult education. Adult education is the way in which we can increase and deepen the change absorption capacity of a society and bring it into equilibrium with the rate of change, thus diminishing instability within the society.

To define adult education is never easy. In relation to developing countries, it can most usefully be defined as that force which in its ideal application can bring about a maximum of readjustment of attitude within the society to any new and changed situation in the shortest possible time and which evolves and imparts new skills and techniques required and made necessary by the change.

It can achieve this through an exposition of the causes of change and purpose of change; by analysing the direction of the change and explaining its relationship to other changes and to an overall pattern of development.

If this then is the role assigned to adult education, it is clear that it is vitally important and its neglect is the neglect of stability of the society.

Turning to Africa, were our main interests lie, one can see three main periods of history - the pre-colonial, the colonial and the post colonial; or if we do not wish to make too much use of the term "colonial" - then the "tribal" period, the "colonial" and "national" period might be more descriptive, as it describes the general political character of the periods concerned.

An elaborate educational system is clear within the tribal period, generally based on "age-group" and all part of one continuous process from birth until death. For the most part, the societies based on the tribe were static and no great stresses and strains were placed on the system until the apperrance on the scene of an alien culture irrestible both from the energy that it used in sweeping away anything in its path and also from the desirability of much that it could offer to the tribal cultures with which it came into contact. Thus were emerge from from the tribal into the colonialist period.

For the colonialist period, it is difficult to disentangle the highly idealistic, purposeful and righteous philosophy which clothed the actions of the pioneering imperialist mission from the day-to-day working of the system in practice - the former making for change and the latter modifying it or at least attempting to maintain a status quo based on the relationship between the civilizers and "to be civilized". A comforting misconception or a deliberate selfdeception on the part of the colonisers was on the one hand to pay lip service to the philosophy of change and on the other hand to assume that there was all the time in the world to bring it about and therefore was no need to hurry over the process.

However, the regulating mechanism which controlled the injection of change into the tribal society got completely out of hand and change came in haphazard fashion without the development of those aids which could help the societies to assimilate and evaluate the changes. A colonial regime by defination was not one most likely to develop these aids. Conservative by nature, it was assumed that adult education encouraged change by encouraging thought, which was not too desirable; alien by culture, it could not, even it it had wanted to, develop out of the tribal society the institutions and techniques the society could easily understand and accept. Hence, one sees the uneasy imposition of one culture upon another; the old rejected, its defects illuminated by the new; the new partially unacceptable by vitue of its alien nature; a crucible of incongruences resulting in the instabilities and disequilibria of Africa as we know them.

INCREASING ABSORPTION CAPACITY

History is just passing the national period where the control of the process of change is passing back into the hands of the indigenous people. Change is likely to be speedy as nationalist governments rise on a policy of development. But they, above all, require stability, not having the security resources of the colonial powers that could always meet open violence. Hence, the need to increase the absorption capacity of the society and, concequently, the need for adult education, becomes even more apparent.

Now, before going on to some practical efforts which have been made to embody the general principles discussed here, it would be valuable to clear away some of the misconceptions about adult education.

First, it is important to get clear the relationship between adult education and child education. In some peoples' minds, where scarce resources are involved there is a competition between these two forms of education. As child education has always been the stronger of the two, its protagonists look upon adult education as a competitor for their own funds. It is natural that child education should be looked upon more favourably, as the natural parental instinct is to sacrifice for the children. Also, organised systems of child education are readily available for importation from mother countries whilst corresponding systems of adult education are generally non-existent or obviously unsuitable.

Dr. Julius Nyerere recently stated, if one may paraphrase: I cannot wait eight or ten years for the education of the children of the country; Tanganyika's present needs are of the present. And Dr. Nyerere is a school teacher by profession. The importance attached to adult education must be in relation to the situation of the society under discussion.

There is no doubt that for the development of any society, stability is the basic natural pre-requisite; it that stability is threatened, it is the adult population which threatens it - not the child population- and only attention to the adult population can remedy the situation. This is not an argument for the use of all educational resources in field of adult education. But it is plea a more realistic division of resources.

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Education services and policies have generally been in the hands of alien expatriates who within their own experience of their mother lands which are generally stable, quite rightly can concentrate all their resources on child education with adult education as an insignificant fellow alongside. But to perpetuate this relationship in emerging territories, where change is so much faster and greater, is to misjudge fatally the circumstances.

ADDITIONAL MISCONCEPTIONS

A further misconception is the belief that a sort of "laissez faire laissez-passer" attitude to adult education is the best for this particular service. It is the one which says that this form of education is best to left to voluntary organizations and to individual efforts, and the less overall cohesion and planning which is involved the better. This argument is generally taken up because:

(1) in the home country, voluntary organization and individual effort plus the efforts of local authorities and univerities can cope with the need quite adequately; and (2) adult education generally is outside the experience of the expatriate and is therefore something with which he prefers not to associate himself.

A third misconception is that any form of control leads to a stifling of initiative, and even more frightening, any form of controlling organisation so provided could, if in unscrupulous hands, be used for blatant propaganda purposes. This may well be true; but it is also true in the case of any form of education.

A further misconception is that anybody can play a part in adult education and that no other training is necessary. Up to a point this is true, anybody can play a part in adult education. But that does not mean that a trained adult educator is not more effictive than a layman.

Having now a general definition of adult education and having cleared away some popular misconceptions surrounding it, it will be possible to examine some of the bodies which give form and expression to this service. Our definition is all-embracing and does include the media, which are concerned with the understanding, the make-up, framework and spirit of the society. This would extend from newspapers, having this end as one of their aims, to university extension classes which might have this goal as a sole aim. In between come a host of other bodies and agencies, some concerned almost solely with ideas, some almost solely with techniques, some a greater mixture of both giving varying emphasis to each.

An appraisal of each and all is too much to undertake here but we might look at one or two very briefly.

The university generally provides the crossroads where formal child education meets formal adult education. Whether the undergraduate is the end product of the formal child education system of part of the adult educational system does not really matter. But that the service which most univerities provide of projecting themselves into the general adult education population, is definitely part of the adult educational programme, cannot be doubted. This "extra mural" movement is one which has generally concentrated on ideas in conformity with general university practice rather than on techniques. What the exact role of an extra mural department is cannot be determined by abstract values or by alien practice but only by an examination of the needs of the society in which the service is to be practiced.

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MOVING DOWN THE PYRAMID

If the whole field of Adult Education is still embryonic, it may be forced to pioneer over the whole field and promote where there are gaps until other agencies can step in. The normal role of the extra mural department concerns adult at the top of educational pyramid. If this group is not large enough, then the department will have to move further down the pyramid to justify itself, with greater justification where there are inadequate facilities for the groups. In general, an extra mural department will not want to concern itself with the formal education in training for specific jobs, but again in that situation where facilities are not provided for the teaching of techniques and where there is a great demand for such a service, the department may have to fill this gap temporarily from its own resources. What it undoubtedly should do is to undertake all the research needed to support projects of adult education and the development of techniques of adult education from adult literacy through community development self help schemes to formal adult educational services running parallel with the normal child educational system of the society.

The important principle is to avoid rigidity. Flexibility must be paramount. Resources must be easily transferable from one use to another so that there is general progress on the whole adult educational front rather than a strong development in one respect and a neglect of another. This implies leadership and co-ordination within the field of adult education.

Another important agency of adult education in emerging territories is the Department of Community or Social Development or its equivalent. The major concern of this department is at the base of the educational pyramid. In this field, community development leaders co-ordinate the development projects of government departmental offices, advising on techniques and methods of introducing projects for development. Strictly formal adult education is generally outside the scope of this department but in its widest definition, departments of community or social development must be included within its compass.

Another form of adult education involving a government ministry is adult literacy work or the problem of illiteracy, so important in most emerging territories.

This problem is capable of solution, but of all the obvious problems in the sphere of adult education, this requires a maximum of planning, foresight and organization - things which do not generally exist in the colonial legacy of adult education. It would undoubtedly involve a project involving all the agencies of adult education; the university to research and plan, the social development ministry or education ministry to operate it, and close co-operation with voluntary organizations and local government in ensuring the success of the project.

It is a formidable role we assign to adult education, and one that as a prerequisite must conceive of its development within the framework of the living organs of a society. It implies that any plan of adult education must grow out of the society itself if it is to fulfil its proper function. It must make full use of existing and indigenous institutions. It must above all take heed of the existing "felt-needs" of the society, satisfying these first and gradually extending its horizons in all directions, stimulating and satisfying in conformity with some overall programme of direction.

FRIEDRICH EBERT FOUNDATION
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THE BASIC ROLE OF ADULT EDUCATION IN A CHANGING SOCIETY WITH SPECIAL REFERRENCE TO EAST AND CENTRAL AFRICA.

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I am very pleased to have this opportunity to speak to you on the role of Adult Education. I have been asked to make special reference to East and Central Africa and must from the outset make it clear that although I have been in East Africa - Kenya and Uganda - for some fourteen years, I have not worked south of this countries. From short visits which I have made, it would appear, however, that the fundamental problems faced by all our countries are basically the same. But I hope that you will bear with me, should I make any generalisation which does not fit the situation in any one of your own particular states.

I have already circulated a paper which should be read in conjunction with this discussion entitled "Social Change and Adult Education". This paper sums up generally my personal thoughts on the general role of Adult Education in developing countries and attempts to provide a rough definition of what I conceive adult education to mean. Briefly, I have interpreted Adult Education in terms of "change" for I firmly believe that rapid change and the ability to adapt to it, is at the root of most of the complexities which face us in our national and local situations.

It is unfortunate, I think, that in the days prior to our independence, more objective emphasis was not placed on adult education. Consequently, adult education as such has been and is often associated in the minds of the community with one particular aspect and become synonymous with, say, 'literacy teaching' or 'evening continuation classes' to the exclusion of other forms which in turn has led to imbalance and bad co-ordination in the development of adult education generally. A similar difficulty arises from terminology as used by adult educators themselves. There is little clarity here and confusion in terms makes our task no easier in explaining ourselves to planners in particular and the public in general.

I am not satisfied with the term 'Adult Education' and have toyed with the possibility of using such other contemporary terms as 'Life-long education' or 'Continuing education'. Both these latter are an attempt to view man's educational pursuits as lifelong or continuing activities - from birth to grave - as, indeed, they of course are. These new terms have been introduced as an attempt to help rid general educational approaches of the artificial division which has developed and which has encouraged thinking and planning in terms of child and adult activities. This misleading division it is suggested, has led to the situation where it is naturally assumed that education ends when one has left school. An unfortunate situation, when many have had no opportunity of ever attending one. Whilst in full sympathy with the objectives of these new terms, I have felt bound to use the more familiar one of 'Adult Education' for the simple reason that it is more familiar, and is thus, more readily understood.

I believe that it is important that we here should be clear on what we mean by adult education and have attempted to isolate the various elements which, I think, make up Adult Education.

It is possible to divide adult education into its component parts, such an analysis is very useful for not only does it serve to demonstrate the relationship between the parts, and so give character to the whole, but for planning and organisational purposes it makes for clarity. In such a wide field, it is easy to overlook important aspects of the subject and a proper division besides bringing order into what might otherwise be a muddled unco-ordinated sphere of education, helps to reduce the chances of accidental neglect of any one element.

A convenient division is that which is based on function - what each type of adult education is trying to do. A number of separate types of edult education will quickly spring to mind. First must come that sort of adult education which follows the formal education pattern of the eState. This can be called Formal Education. Then, there are those types of classes which do not cater for public examinations but which cater for the interests and leisure activities of adults. This can be called Liberal Education. A third division must be concerned with education that seeks to teach the fundamental or basic ways of life. This can be called Fundamental Education. A fourth division will concern the teaching of skills and techniques. This can be termed Technical and In-Training. Each of these elements which make up the general field of adult education will be dealt with in turn and looked at in a little more detail.

1. Formal Adult Education

In all modern states, a comprehensive scheme of State run and organised child and youth education is found. This is normally based on a number of years compulsory education from a primary level and continues through with opportunities for University attendance. Throughout academic progress is marked by public examinations with appropriate awards at each stage of the educational ladder.

This is not the place to question the purpose, use and suitability of such system of examinations and certificates, though there is generally a philosophical basis to the structure. The important fact is that these certificates are used by the government, business and industrial world as a measure of ability and intelligence, and consequently as recruitment and promotion qualifications.

In new and developing countries, many adults find themselves having had as children no opportunity of acquiring such certificates and consequently without a chance of finding suitable employment or progressing. Hence, the demand for facilities to study and acquire certificates is, more often than not, overwhelming. It may be regrettable that many adult students are not seeking education from, perhaps, more altruistic motives such as mind improvement and self fulfilment, but are simply after pieces of paper. This, if it is a fault, must be of the society and not of the needy and ambitious adult student who is forced to follow paths laid down elsewhere.

Since this need is so great and since so much emphasis is placed on the acquisition of appropriate certificates and diplomas, it must be a task of adult education to help satisfy the need and provide opportunities for remedial and formal education following the child and youth pattern.

Thus evening classes following syllabi for preliminary, secondary and advanced public examination courses form the basis of the work of many Evening Institutes and correspondence courses.

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It may not be an exaggeration to say that this form of adult education is the one for which there is the greatest vocal student demand in developing countries. It is also the one which is likely to retain its pride of place as long as there exists lack of opportunity and inadequacies in the child educational structure, as long as there are rapidly increasing population alongside the great importance attached by all employers to paper qualitfications.

2. Fundamental or Foundation Adult Education

This branch of adult education, due to the variety of activities which it covers, is very difficult to label. It is concerned primarily with teaching the fundamental techniques of life which become specially important in the rapid transition from one culture to another. In developing parts of the world it deals with huge problems both in breadth and depth. In breadth, in terms of number of peoples affected and in depth in terms of subjects and activities touched upon. In these countries it is generally a concern very much of what is called "community" or "social development". It is concerned with the introduction of new ideas, skills and techniques; new ways of thinking; and new methods of organisation. It raises special difficulties. In the first place there is no previous educational pattern or experience to follow. In the second place it deals in the main with that large section of the community which has had little formal education and often no experience of change and which therefore tends to be very conservative and must be convinced that any new introduction is for the better.

In the field of health, it wishes to introduce new methods of disease prevention, personal and public hygiene and sanitation. In the home, fundamental changes in family structure, and management, house design, diet and child education. In the economic sector, new agricultural methods, new forms of trading and marketing organisation, and methods, new productive skills. In the political field new thinking and reorientation in things as basic as nationhood itself, responsibilities in local government and new methods of political expression.

All these are fundamental to the foundation of a strong and modern community taking place in the modern world.

At its best this type of education will take into account the preservation of the best of tradional cultures, carefully nurturing and transforming customs and conventions capable of adaptation. These can then be integrated with the infulx of the best and most desirable aspects of other cultures to make transition smooth and hence perpetuating the best of all.

One of the large and extremely important subdivisions of Fundamental Education is that concerned with Literacy. Indeed the problems raised by this subject really warrant a division to itself. However, since it is the teaching of a new and basic skill, and even though the acquisition of this skill is probably the corner stone to the speed acquisition of all others, it must count as part of Fundamental Adult Education.

A knowledge of reading and writing is essential if the adult population is to take advantage of the other forms of education offered. Without such knowledge, communication can only be made by word of mouth and the quality of self-reliance, the ability to verify, besides the fundamental opportunity for self-improvement are impossible to develop fully and, consequently, there is a general loss to society which can be ill afforded.

Fundamental Education, embracing as it does so many vital aspects acquired for the general up-lift of a society holds a tremendously important position in the field of adult education. Unlike the demand for formal education which caters largely for those who know that they are missing, the demand for Fundamental Education is not so strongly felt by those who most need it. In fact, it is generally true to say that once the need is felt most of the other problems fall away. It is one thing to say that there is a vital need for all types of basic forms of education involving living improvements, it is another thing to say that, the population as a whole feels this need.

Fundamental Adult Education must be basically an exercise in persuasion and it is at this stage that the greatest difficulties arise - how to effectively persuade Once the break-through is made and the need sustained, the problems of provision and follow-up become relatively easy - the students are there, problems of demand are eliminated and only those of supply remain; those of allocation of resources rather than of psychology.

3. Liberal Adult Education

In any society which is dynamic, there will be those amongst the adult community who, having achieved sufficient formal education, no longer wish to acquire more proficiency certificates, and who, having reached a recognisably satisfactory standard of life, yet still have a positive interest in the pursuit of learning. Perhaps, they have reached the stage when they know how little they know. These are the adults who are more interested in thinking processes with a desire basically to improve the qualities of their minds. They wish to gain more knowledge for the noble self-satisfaction that comes from a greater understanding of the world in which they live and the peoples with whom they share it. An urge for self-fulfilment and the extension of their powers to the utmost limit, act as incentives to further disciplined study. The pursuit of hobbies and a satisfying use of leisure stimulate the desire for more education.

In most countries, in compasison with Formal and Fundamental Adult Education, the sector of society anxious to follow any course of liberal education is a relatively small one. Small that is, numerically. But the smallness of number in no way reflects its relative importance. This thinking, searching part of society is the sector which will, because of its preoccupation with ideas contribute towards the determination of new horizons for society and being positive in its objectives, will in its pursuits find new ideals and skills and produce the forerunners required to expand and deepen the bounds of the cultural environment of the society. A culture without the dynamism of experimentation, adaptation and understanding will ossify and decay. It must be this section of society which is the heart and mind of the corporate body and its encouragement is for the bettermentof society as a whole.

As a society develops and becomes more complex and specialised so the demand for liberal education grows. Classes, seminars and discussion groups on major problems of the day, on new developments in the political, social and economic fields increase in numbers. The arts, sciences and humanities are studied for their own sake. As leisure time increases, the desire for fruitful leisure time occupations grows and hobbies developed with emphasis on the satisfaction gained in knowledge of substance and skill rather than on the gain from social recognition.

Training in Leadership can be conveniently included as a major subsection of Liberal Adult Education. There can be no doubt that the objective teaching of leaders and the teaching of leadership skills are vital in any developing society. Whether leaders are born or made, is irrelevant to the fact that they will be that much better if they can acquire broad general education, the power to think logically and clearly, the ability to see their responsibilities in relation to the rest of society and then be in a position to exercise sound judgement and execution at all levels from the village to the central source of power.

Liberal Adult Education is at the heart of the educational field and is a section whose importance cannot be minimised. In developing countries, because its nature is not easy to define in comparison with other aspects of adult education; because it may be argued that it caters for a section of the community which has already, in terms of paper qualifications, had its fair share of educational facilities; because the numbers involved are often small, there is a tendency for its importance to be passed over and its claims ignored. To do so, is to commit a grave error for it must be the apex of the pyramid towards which all other forms of adult education are made to work. A successful programme of adult education must be ultimately geared to the creation of opportunities where all can see that self-development and the full use of one's talents and faculties are the real objectives of education. When this is realised by the individual it is Liberal Adult Education which helps to satisfy the demand to the enrichment of the individual and the nation as a whole.

4. In-Service Training Adult Education

The last element in the general division of adult education which it is necessary to consider is that which is concerned with technical knowledge and in-service training. Some wish to gain paper qualifications and remedy child education deficiencies, others wish to improve their basic living skills, others again have a prime wish to improve their minds. There remain others who wish to become more proficient technically and become more skilled in the basic methods of their own special craft, trade or industry.

With the growth of new forms of industry, commerce and trade and agriculture; with the growth of new techniques in the applied sciences; with the growth of new types of organisational methods - all developing apace with accelerating speed so that what is new today is obsolete tomorrow, there grows a need also as an adjunct to the child educational system, of training schemes and refresher courses to maintain and improve efficiency. In countries where the general environment is not conducive to the natural acquisition of such skills and techniques, the development of such educational facilities takes on an even greater importance.

In the modern world, technology has received a new meaning. The technocrat is an innovation in a revolutionary stage of the world's development. Technical education must grow with this change and opportunities must be offered for the acquisition of the new techniques. Training within Industry schemes, managerial seminars, elaborate educational programmes are organised by firms for their employees. Technical Colleges and Colleges of Technology proliferate - given new encouragement. For these adults who have not managed to get such opportunities, a continuous system of provision must be made within the field of adult education.

These four elements then make up the substance of adult education. There is no significance in the order with which they have been treated. Indeed, together they form a homogenous unit, whilst they can stand indicidually each on its own merits, in practice they are intertwined and mutually supporting, the one reinforcing the other. The complications of modern society forces the recognition of somestandard of measurement of ability and formal adult education must take cognizance of this. Fundamental Adult Education concerned with the new basic ways of livng and livelihood is an essential in developing countries. Liberal Adult Education must cater for the minds of the individuals of the community when they have begun thinking. Technical Adult Education helps in making the community more efficient in skills and techniques. Formal Education may serve as the introduction to Liberal Education. Liberal and Technical Education serve on the twin sides of man's nature. Fundamental Adult Education is the basis on which the other three are built. None can profitably be neglected except that the culture be stagnant. There is something for everybody and everybody needs something unless he is to stagnate.

As a final comment I would like to mention one aspect of the development of adult education which I believe has led to some undesirable features which might have been avoided given other circumstances and planned growth.

Careful planning must be a pre-requisite of ordered and substained growth. The patchwork of adult education which is created without planning may be the best which can be achieved under a given set of circumstances, but it is far from ideal and there is an opportunity to implement sound national schemes properly researched and planned, this must not be missed.

The nature of a National Adult Education Plan

Most developing countries draw up blue prints for economic and social development on a national scale. The major aim is to achieve the point of economic 'take-off' where economic prosperty can be predominately self-generating, whilst at the same time providing services which noticeable improve the social life of the community. Thus any long term objectives for adult education must fit into the overall objectives of any national general development plan. Where capital improvement and accumulation are major objectives, adult education provision must be seen to help achieve these ends. The general mobilisation and improvement in efficiency of the adult education population is not difficult to relate to capital development and a social service provided at the same time. Since any adult education plan must be in support of and consitent with any national Development Plan, it is clear that the general objectives of any plan must be decided and approved at the top national level in order to achieve the maximum integration and support which will be required.

The Groundwork

Preliminary groundwork will be required to provide a comprehensive survey of the national needs for all different types of adult education. Future requirements of man power for public and commercial sectors of the economy are not too difficult to assess; and so the need for formal or continuing education, intraining and professional education is more easily estimated. The need for fundamental and liberal forms of adult education as far as the national economy is concerned, is more difficult to evaluate and thus is more likely to be overlooked. Demand for these from adults is generally strong, if not overwhelming, but the immediate benefit to the country as a whole may not be readily measurable in hard financial terms, even so an assessment must be made.

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A similar survey must be made of existing facilities and facilities which could be made available, institutions, personnel, buildings, equipment, finance. Quality as well as quantity must be adequately assessed, for these will form the basis of any planning and determine the short term objectives.

Thus the long term objectives, which may only be stated in very general terms, will be determined in relation to any overall national development programme by the top policy making body of the country. A simultaneous survey of specific needs and resources available will provide a basis for working out short term objectives and projects, making sure that existing facilities are properly and fully utilised before other sources are tapped.

Preparing the Plan

PRIORITIES

The national body responsible for adult education will have the task of rationalising existing facilities and laying down priorities for specific projects within the general plan. This can be done by systematically examining each dimension of adult education separately and assessing the needs in the context of national development and the general advance of the adult popultation. It may be found that professional part-time training and in-training is adequately covered by existing organisation but that literacy is neglected, and that while there may be a number of different bodies dealing with the aspect of fundamental education, there is overlap and perhaps duplication. In this case, a short term objective may be to concentrate on a nationwide literacy campaign, rationalisation of fundamental adult education and an increasing of opportunities for adult education, perhaps in urban centres to begin with where they can be cheaply provided.

BASIC PROVISIONS

Early on, certain fundamental questions will have to be answered by the planners. Having aquainted themselves with the national development position and having knowledge of the resources available to them for the planning period, and having determined their priorities within the field of adult education, details arising from implementation must be faced.

1. Central Common Service

Although there may be a number of seperate projects with specialists in the different fields of adult education controlling each, there will almost certainly be some common ground which, in order to avoid duplication, will need to be worked on centrally. Such things as the use of residential centres, training facilities for adult education staff, publicity and supporting units for preparations of materials like audio-visual aids etc., may be common to a number of projects and should certainly be co-ordinated.

Multiple Purpose Centres -there may already be buildings for use in adult training, there may be a need for new buildings. It may be that the same building can be used for different sorts of adult education. It may be that multi-purpose adult centres will be more economic in terms of the provision of skilled staff and more efficient in that wider range of activities can be offered, an item which is major to one course being subsidiary to another. In a single purpose centre, only the major may be offered with consequential loss.

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Training of Adult Education Staff - central training facilities are likely to be more efficient and less costly for the training of the new workers who will be required to staff new adult education projects. Whether the workers are in the field of liberal, fundamental or formal adult education, there will be subjects covering teaching methods and administration which will be common to all, and taught centrally.

Supporting Agencies - it may be that costs of maintenance of units providing supporting services for adult education projects will be high and expertise scare, so that central co-ordination becomes necessary. The provision of literature and printing services, film manufacture, slide and other visual aids, tapes, models and teaching aids, will be more efficiently effected centrally.

National Publicity and Momentum - the enthusiasm necessary for carrying out a national plan of adult education and must be a central responsibility. Whilst each individual project will require its own particular brand of public support, the national awareness and general public eagerness for full participation will provide the fountain of mimentum from which the individual projects can drawn their vitality.

These are some of the initial decisions which must be made and acted on by a central authority. Others will include: -

2. Administrative Machinery for the co-ordination of projects will have to be decided to cover the dovetailed of the overall adult education scheme with national development at the top and the dovetailed of the separate projects within the national adult education scheme at lower levels:

3. Questions of Finance must be solved early on. The allocation of money to the different projects and questions arising from student fee payment must be realistically assessed. Which groups of adult education should be expected to pay fees? Should some types of adult education be wholly subsidised, partially subsidised, or self-financing? These sort of questions will, of course, have to be answered in the next context of the ability of the student to pay and his willingness in relation to the national need for his improvement. Self-financing or semi-self-financing schemes which are based on false assumptions on the ability and willingness of adult students to pay fees will fail. If experience has shown that for certain types of adult education, adults cannot or will not pay - which may not mean they do not want to participate - then provision must be measured against national needs.

Projects within the Plan

Since there may be many different types of adult education and many different student levels involved in a national plan, there will have to be a number of different projects arranged. However, this does not imply that a variety of different individual adult educational projects can be allowed to begin indiscriminately and haphazardly to be collectively labelled the National Adult Education Plan. This is just not planning.

Each project, whether literacy, avriculture extension, formal examination class provision, health education or liberal teaching should be planned within the national objectives. This implies central control but does not mean that local initiative should be stultified but rather directed into the right channels. In this way, each project can draw maximum support from other projects being implemented simultaneously with mutual benefit to each. It may be that literacy is best taught with agriculture, or that illiterates will be encouraged to become literate of tjeu see a way of continuing their formal education after this is achieved. In this way, the projects will not clash. In this way, the project will be complementary to each other and complementary to other development plans which have been formulated outside the National Adult Education Plans. It will be the responsibility of the central planning body to see that there is maximum integration at all levels.

The preparation of project plans will follow the same produces as for the national framework. Proper statistical information will be required, a full and detailed survey of resources available, and required, both in terms of capital and personnel. Proper and realistic timing must be scheduled and provision made for periodic assessment of progress within the programme period. Adequate supervisory and administrative machinery must be instituted. When new ventures on a large scale are been undertaken, experimentation and the use of pilot projects are vital. A pilot project is a small scale implementation of a larger project, as far as possible the pilot project should reflect the same pattern as the main scheme and be implemented and operated in the same conditions. The working of the pilot project will show up major faults, errors and difficulties as it progresses and these can be corrected and overcome before the large scale plan is put into operation. Large scale errors which will be expensive and may thus ruin a national scheme, can thus be avoided.

Seminar on
"The Role and Importance of Adult Education in Zambia"
at the Staff Training College
Lusaka/Zambia
from 25th - 30th April, 1966.

AIMS AND PROGRAMME OF ADULT EDUCATION IN ZAMBIA
(Work undertaken by the Ministry of Education)

by H. Noak
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I. How many to educate

According to the last population census[x] Zambia had a population of 3.4 million in 1963. 1.9 million are under the age of 21; 1.5 million were over 21. Zambia's population like that of most developing countries is very young.

> Of the 1.5 million adults 1 million have never been to school, 400.000 received between one and four years primary education. They have forgotten most if not all the book learning they had. Only 100.000 people, mostly men, received more than four years of education.

Two facts emerge:

a) The illiteracy rate in Zambia is very high. Of persons over the age of 16
75% of males,
93% of females are illiterate.

In urban areas the rate is as low as 50%, this means that the majority of illiterates are to be found in the rural areas.

b) All leaders, teachers, professionals, and other educated people have come from the 100.000 people who have had more than four years of education. How much talent is there hidden in the other 1.4 million adults who had little or no education?

II. Zambianization

Independence came to Zambia in 1964. But independence has little meaning so long as the Government of the country and other Public Bodies, Industry and Mines have to be staffed by expatriates. Since 1963 the rate of Zambianization has been stepped up year by year. For this purpose the country needs adults who have had a good basic education plus further training and experience. Failing this it needs mature adults who have had less education, but who are able to learn fast. Putting incompetent people into key jobs leads to a breakdown of the service.

Estimating man power needs is a very difficult job. Prof.A. Heron made a very rough estimate in 1964. He estimated that the country needed immediately 4.000 people for **Administration** and professional jobs,

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[x] Preli. Report of the May/June 1963 Census of Africans in N. Rhodesia, Minister of Finance, Lusaka.

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9.000 people for 'middle rank' jobs in Government, mines and industry etc. A total of 19.000 men and women with 12 years of education including 1 - 2000 graduates. A G.C.E. by itself is no training for a job, only basic education for training at higher professional or technical leads.

People with Form II Certificates are required in large number for lower level technical jobs, artisan and clerical training, and extension services of various ministries. The Standard VI (Grade VII) Certificate by itself has only very limited commercial value.

Man Power Stocks, 1965 (December):

60.000	males and females with	Std. VI (Grade VII) Certificate
6.400	males and females with	Form II Certificate
1.540	males and females with	G.C.E. (General Certificate of Educ.)
150	Graduates	

Nearly half the Standrad VI and about one third of the Form II and G.C.E. holders are under 21 years of age.

Zambia is in the middle of a desperate man power crises. Zambianization and the rate of economic development in many fields are dependent on the rate at which older men and women can be educated and trained and thus made available to meet the needs of Zambia. The increasing number of school leavers can play no significant part in meeting this present shortage. Only in 5 to 10 years will they be mature enough to pull their weight.

III. Government Aims in Education

The number one priority of the education programme is the education of the next generation. For this purpose a gigantic expansion of the Secondary School Programme is underway. The University has just been founded and new primary schools are being built in all areas. Further down the list comes technical training, teacher training and adult education. Although low on the list of priorities in education it has now been recognised that there are many adults clamouring for education, that the country need them provided they can obtain adequate education and training and that the Government has a real responsibility to do something. The proof has been a fairly steep rise in expenditure on adult education.

Aims of the Government Adult Education Programme

(a) -to give substantial numbers of men and women the opportunity of a school education which was denied to them as children.

(b) -to raise the educational level of people who have already had some education. Hence the emphasis in the programme on Junior Secondary and G.C.E.

(c) -to increase the supply of people who can start training for jobs where maturity counts: eg teaching and extension work.

To meet these aims formal academic evening classes from Beginness to G.C.E. are organised. Students are prepared for the Grade VII, the Form II and the G.C.E. examinations.

Organisation of Adult Education

Adult Education activities have been organised by the Governent for about 12 years. These consisted of evening classes preparing adults for school examinations of short courses in English, Arithmetic and Social Studies for people unable to take part in longer courses and last, but not least of the "Badge Scheme".

This consisted of a large variety of short courses for women. In these courses tuition in domestic science subjects was offered.

The Government gave little encouragement to these activities. Funds were never adequate. Adult Education was considered as being dangerous, the teaching of 'O' Level Economics was prohibited. Between 1961 and 1963 the programme was deliberately starved of money leading to a rapid decline in student numbers.

In January 1964 the Hon. J.M. Mwanakatwe took over as Minister of Education. In the field of Adult Education his first move was the initiation of an Emergency Form I Night School Programme. Now classes were set up at or near practically every secondary school in the country. His second move was the setting up of a Correspondence School to prepare students for the Form II examinations. His third move was a drastic reduction of night school fees. This enabled many students to enter evening classes for the first time.

A total effect of these measures was a great increase in the number of students studying at the Junior Secondary Level and to a less or extent at the Upper Primary Level. For example in the Southern half of Zambia, administered by the Evelyn Hone College of Further Education, student enrolment increased from 300 to 8.000 by 1965. In the Northern half correspondy but smaller increases were reported.

During this rapid period of development there was little direction from the Ministry of Education. No one there was directly responsible. The Evelyn Hone College of Further Education was responsible for the Southern half of the country. The Adult Education Officer at Ndola was responsible for the Western Province and was acting advisory capacity in the other Northern Provinces. The need for some unified direction became urgent. Late in 1965 an Adult Education Section was set up in the Ministry of Education.

The present Organisation

Overall control for adult education activities financed by the Government is provided through the Adult Education Section at the Ministry Headquarters. This section is responsible to an Assistent Secretary. The functions of the Section are:

(a) - to advise Provincial Education Officers in the expansion of Adult Education Work in their provinces.

(b) - to give general instruction for the running of classes.

(c) - to act as an inspectorate for adult education activities in the provinces.

To carry out these functions the Adult Education Section has a staff of three:

Senior Adult Education Officer
Adult Education Officer
Teacher in Secondment.

In admission the Ministry has an Adviser in Further Education.

The Lusaka area is treated as a special case. The Evelyn Hone College of Further Education is responsible for all work in the Lusaka City, Lusaka Rural District and Feira Rural District. The work is organised by the Department of General and Social Studies. The facilities provided by its Church Road premises are closely integrated with other provisions in the area. This department has 3.700 night school students from Beginness to Form II and 750 G.C.E. enrolments.

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The Correspondence School has recently been moved to Luanshya as part of the Government programme of decentralization. The school is now moving from the pilot project stage to become a large scale correspondence school. It will provide G.C.E. courses as well as Junior Secondary Courses. The school only has a small full time staff, Courses will be written and papers will be marked by teachers on a spare time basis. By 1970 the school plans to have 3000 students. Its courses are cheaper than these offered by Commercial Correspondence Colleges.

Adult Education Organiser

The most important person in the whole organisation is the night school student, but next in line comes the Adult Education Organiser. At present there is at least one in every province. Whilst the Provincial Education Officer is ultimately responsible for Adult Education work in his province, it is the Adult Education Organiser who will determine, by his enthusiasm or otherwise, just how much work will be done in his province. When the work settles down each Adult Education Organiser will look after about 60 classes. His functions will be:

(a) - to initiate new classes,

(b) - to supervise the teachers in charge of evening classes,

(c) - to ensure an adequate supply of books and equipment,

(d) - to maintain reasonable standards of teaching and students work,

(e) - to control the collection of fees and the paying of teachers,

(f) - Duties under Education Act.

Distribution of Adult Education Work in 1966

Western Province	5 833 students[X]
Eastern Province	2 083 students[X]
Northern Province	2 236 "
Lualula Province	995 "
Southern Province/Livingstone	1 696 "
/ Mazabuka	-
Barotse Province	1 009 "
Central Province	1 952 "
North Western Province	-
Evelyn Hone College	4 504 "
Total	20 000 students

(X = figures include G.C.E. enrolments)

(- = figures not yet available)

These figures show a very uneven distribution over the country as a whole.

Factors responsible :

Human element - There has been a keen Adult Education Officer in the Western Province
Enthusiastic P.E.O. in Southern Province
During the period of build up staff could only be found for Eastern and Barotse Provinces. If there is a man there he can push the work.

Finance - There must be some money. In the case of Broken Hill, Central Province, there was just not any available.

Communications - Off the line-of-rail it is difficult to move without a Land-Rover.

Teachers - Secondary and particularly G.C.E. classes require qualified teachers and graduates. These are only available in major towns and at large school centres.

Premises - Primary schools are not suitable for secondary classes.

Light - Oil lamps are unsatisfactory for any evening classes.

The Four Year Plan

This plan will be the blue print for the economic development of Zambia up to 1970. In the field of Adult Education it has four aims

(a) - to eliminate the difference in the scale of provision in the different areas. This will be achieved by setting up targets for enrolment of students based on the total population of each province.

(b) - to treble the present enrolment of adult students by making provision for 60.000 students by 1970
Breakdown as follow:

Lower Primary enrolments (Beginners and Primary)	18.000
Upper Primary enrolments (Grade V, VI and VII)	36.000
Junior Secondary enrolments (Form I and II)	6.000
Total	60.000

The enrolment of G.C.E. students will depend on the supply of teachers and other graduates in each area.

(c) - to set up Adult Education Centres similar to Ndola and Luanshya centres where classes can be held in the day time.

(d) - to expand the Correspondent School for the benefit of adult students unable to reach evening classes.

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To carry through this programme will require a large expansion of staff. In charge of each province will be an Adult Education Officer. There will be posts for 34 Adult Education Organisers who will be trained and experienced teachers. The jobs will be promotion posts from the teaching service. In addition there will be the staff of the Evelyn Hone College of Further Education dealing with the Lusaka region. The Headquarter establishment will be increased by one Adult Education Officer to make up a staff of three:

one Senior Adult Education Officer
and two Adult Education Officers.

Result

The overall effect of Government policies in the last two years has been a great expansion in student enrolment. Resourses of staff and equipment have been stretched to the limit. Supervision which was hardly adequate has been in sufficiant since the advent of petrol rationing.

In spite of increased provision there is a great pressure on all available places in the urban areas. The number of women in evening classes is increasing slowly, but no significant increase can be expected until afternoon classes in adult education centres can be offered.

In the past there seems to have been a break at the Grade V Level. Students in lower primary classes did not continue into the upper primary school. But last year in Lusaka area an average of 60% of students moved into the next higher class to continue their studies. 62% moved from the Primary class into Grade V.

In the Lusaka area entrance into Form I evening classes is by competitive examination. 30% of Form I places were won by Grade VII night school students.

The Adult Education Programme is still deficient in many ways. Teaching often is inadequate the syllabus is not suitable for adults, conditions under which students work are unsatisfactory. In spite of these obstacles an increasing number of men and women pass the examinations with satisfactory results; more important they demonstrate to themselves and to any one else who cares to find out that they are people who have got an education by their own effort. They are people who have learnt how to study, how to work. They are the people who will help to make this country great.

FRIEDRICH EBERT FOUNDATION

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PROBLEMS OF FINANCING ADULT EDUCATION PROGRAMMES.

by Mr. D. Grose
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I have attended conferences and seminars on various aspects of adult education during the course of my career in this field and it has become a matter of increasing surprise to me that so little attention is paid to the question of financing adult education programmes, for in my experience it has been at this point that otherwise worthwhile projects break down or even fail to get off the ground. If this question of finance is given any attention at all at conferences and seminars such like this, it is usually incidental to main items on the agenda. This attitude of relegating finance to a secondary position in our discussions does, I presume, apply to other fields of education too, for it might quite reasonable be argued that we are first and foremost educators and not financiers. This attitude, which I might say is not confined to Zambia but is a worldwide one, is perhaps understandable in the more economically developed countries of Western Europe, North America and Australia with their high per capita incomes and their well developed educational systems. In these countries adult education , while still important covers a much narrower field of educational activity, for the problem of adult literacy, for example, is practically non-existent and educational problems associated with the changeover from a subsistence to a cash economy do not exist at all. At the time, they have such a relative abundance of resources available that any new demands which might be made in respect of adult education programmes are at the most only marginal significance economically. But even in this circumstances it is by no means always plain sailing for those engaged in adult education. It is not unusual in times of financial stringency in these countries for Ministries of Education and Local Education authorities to put adult education at the top of the list when considering what cuts can be made in their budgets, the reason being that apart from a few enthusiasts adult education is generally regarded as a desirable but not very necessary fringe of the educational system. Again, it is certainly not easy to find funds, even in developed countries,for experimental work in adult education, particularly from government sources. Pilot projects are often financed by the big educational trusts and other private sources. Indeed, it can be claimed that much of the best pioneering work in adult education, and for the matter in other fields of education too, has been financed from private sources, in some cases from the big educatioal foundations, in other from voluntary educational associations and from organisations such as trade unions and co-operatives who consider educational programmes for their members to be essential for the furtherance of their broader activities. It is perhaps worthy of note in this connection that it is only comparatively years that the Governments in some of the older countries have given financial assistance to their universities on a substantial scale. In fact, these institutions of learning, zealous of their autonomy and independence, have been at times rather loathe to accept direct financial assistance from Government for fear of any strings that may be attanded. The essential corolly of this policy has been for them to remain as far as possible financially self-reliant.

2. What I have to say so far is in respect of countries with highly developed educational system and high per capita incomes. But before turning to the position in the less economically developed countries, it might be worthwhile to reflect a little on what I have just said, for it is this close association between highly developed educational systems and high level of income and economic growth that has led of the newly independent states to embark on extremly ambitious educational programmes, straining their existing resources to the limit in order to be able to do so. They feel, and not without some justification, that if they can once make a real breakthrough on the educational front then they will very soon make a breakthrough on the economic front too. But does this conclusion necessarily follow? Like many other such generalisations, it does, of course, have a certain element of truth, but in my view it is a gross oversimplification of the issue. If we take Britain at the time of the Industrial Revolution, for example, there was then great economic and social progress not only for the chosen few, but also, despite what some of the history books might say to contrary, for the masses. But if we study the educational system that existed in Britain at that time, we will find that provision for the masses was almost totally absent; certainly the Government made no provision. On the other hand, we often hear the story, no doubt greatly exaggerated, of unemployed university graduates in India.

3. I am trying to suggest that there is no connection between education and economic progress, not that economic progress should be the sole criterism for assessing the value of more educational provision, but merely that the casual relationship between education and economic progress is far more complex than is sometimes appreciated. In some ways it is better to look at this issue as a set of interacting relationship. Economic progress is not only sometimes the result of better and greater educational provision, it also makes possible further educational development. Improved living standards in highly developed countries can only come from improved techniques of production which involve research, design and experimentation by highly trained and educated personnel; hence the increasing emphais that is being placed on scientific and technological education in these countries. In the less developed countries, on the other hand, much can be achieved by more invitation and by the application of known and expensive methods of product on. Here in Zambia, for example, it is generally agreed amongst agricultual specialists that maize yields would be more than doubled simply by the correct application of nitrogenous fertilisers, the use of better seed and improved plant populations per acre. If this were to happen, it would, of course, not only revolutionise the agricultural industry, but the whole economy of this country, which would make larger provision of education and further economic development possible. As you all know, many other examples of comparatively simple and inexpensive changes in production methods could be quoted. My main point here, however, is merely to emphasise that this is primarily a practical adult education job with farmers. We might consider whether or not at this stage of economic development it would not be better if we devoted a little more of our recourses on this type of adult education than we are doing at the moment and perhaps a little less on formal education.

4. This leads me back to the position in undeveloped countries. Here while the need for the expanded provision of all kinds of education is very great, the recourses which are available to meet that need are much more restricted than they are in the more highly developed countries. It is therefore vital that the resourses which are available for education should be channelled into the most productive fields possible particularly interms of economic development, for it is rather meaningless to talk to a man about his cultural heritage when he is suffering from malnutrition and disease. It is rather pointless teaching him to read and write without at the same time providing him the means to make good and continuous use of his newly acquired skills, I am again merely trying to emphasise and illustrate the well known fact that it is just as easy to waste scarce recourses in education as it is elsewhere and it is, therefore, essential that every educational scheme or project should be examined critically and objectively before it is implemented. This is particularly true of

those of us who are responsible for the expenditure of public funds on education. As the Minister mentioned in his opening address, choices have to be made and it is essential that they should be made against the many competing claims on the limited resources available by a realistic appraisal of the situation in relation to the national interest. We shall be examining priortities in adult education later in the week and I will say on this particular issue now is that it is no real answer to the problem to say that all adult education schemes and projects are necessary and should be given maximum financial support by government.

5. We can get some measure of the value which local communities place upon particular adult education programmes by the contribution they are prepared to make its success. I am thinking here not only in terms of what the individual adult is prepared to pay in the way of fees to enrol in an adult education class, but also of what efforts the local communities and organisations are prepared to make to provide themselves with the educational facilities they require. As I think has been clearly shown in our discussion during the week, practically all the adult education work in this country at the moment is being organised and run either by Government or by private organisations such as the mining companies and the Mindolo Ecumenical Foundation, and the contribution made by local communities, either by way of fees paid by individuals using the facilities provided or by organised community efforts, is extremely small. For example, while it is difficult to estimate with any degree of accuracy the proportion of total cost on the Ministry of Education's adult education programme that is met by students' fees because this depends on the average number of enrolments per class and the number of free places available, it is probably no more than 15 per cent of the direct costs and as little as 10 per cent of the costs of fulltime administrative and organising staff are taken into account. I am not suggesting that class fees should be raised - our experience when fees were much higher than they are now is not very encourageing in this direction - but one might reasonably ask should not local communities be required to contribute substantially more towards the cost of adult education classes in their areas than they are doing at present, for the larger the local contribution to adult education the greater the overall programme we can afford to run. After all, local communities are playing a very great part in our primary school building programme by way of self-help scheme. Why should not the same principle be applied to adult education?

6. Perhaps at this juncture it might be useful if I said a little on the methods at present employed for financing adult education classes run by the Ministry of Education. For classes run by the Ministry through its local education authorities there is no direct relationship between revenue collected from local sources and the actual expenditure of funds that takes place. Local education authorities are warranted sufficient government funds to cover the gross cost of the classes and any revenue that is collected by way of class fees from students is paid into government general revenue account. Under this system there is, therefore, little incentive for the local community to make any great effort to raise funds for adult education locally. The cost of the classes organised is covered whatever happens. We do, of course, lay down certain minimum enrolment requirements and relations governing the collection of fees, but these factors do not substantially alter the picture that the classes are fully underwritten by Government.

7. The second method od financing adult education programme is that used in the case of educational institutions such as the Evelyn Hone College of Further Education. Here the institutions prepares and submits to government estimates of expenditure and revenue for its total programme. If this overall programme is approved by Government, the institution is then warranted funds to cover the total estimated expenditure less estimated revenue. The revenue which is collected by the institution is not paid into general government revenue but kept and used to help to meet the expenditure on classes. Under this system revenue is regarded as part of the institution's income and there is, therefore, some incentive for it to collect at least the revenue it has estimated.

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Offsetting this to some extent will be the natural tendency to keep estimates of revenue as low as possible.

8. A third method used for financing adult education classes, although not very extensively at the moment, is one whereby local organisations organise and run classes according to conditions laid down by the Ministry. These conditions are in fact the same as those that apply to other adult education classes. Under this method, the local organisation submits at regular intervals, usually the end of each term, details of its expenditure and income in respect of the classes it is running to the local education authority which then makes a grant to cover any excess of expenditure over income that may have arisen. This method has the advantage that the revenue collected is used directly to finance the classes. It does not, however, make the local organisation responsible for raising funds to cover a definite proportion of the total costs involved and the checking of the accounts results in a lot of additional work for the adult education staff of the local education authority.

9. Our discussion so far would seem to suggest that local communities are unlikely to make any great efforts to raise funds to cover part at least of the cost of adult education programmes unless they are placed under a definite obligation to do so. I think a substantial local contribution to cost of adult education is vital , not only for the reason I gave earlier that it enables a greater overall national programme to be undertaken, but also because it brings a democratic element into the ordering of priorities. By making such a contribution, the local community is demonstrating in the clearest possible way what forms of adult education it prefers.

10. The question then arises as to how this spur to local effort can best be achieved. There are, of course, several ways in which this can be done. The Community Development Department, for example, is using more and more grants system whereby local projects are assisted on a £ 1 for £1 basis, i.e. for each £1, raised towards the project by the local community, the Government gives another £1. Education tends to be comparatively expensive and this proportion of 50 per cent to be raised by community effort may be too high for this purpose, but I am sure that much more could be done in this respect than is being done at the moment. The Friends of the University of Zambia Association Appeal Funds for example managed to reach close on £ 500.000 in just over twelve months, a significant part of the total of which was collected from ordinary men and women both in the urban and the rural areas. This sum, by the way, is considerably more than our current expenditure on adult education. Again, in may countries the trade union and co-operative movement, spend considerable sums on adult education and I am sure there are similar sources in Zambia still untapped.

11. The real difficulty in making local communities responsible for raising funds to cover definite and substantial proportion of the costs of local education programmes is that local communities differ considerably in their economic circumstances. Some communities, for example, would find it comparatively easy to raise, say, 25 per cent towards the total costs whereas others might find it well-nigh impossible. Unfortunately, at the moment there is no satisfactory measure such as rateable value in Zambia for differentiating between these different communities. Perhaps a crude, but simple and workable, answer would be to differentiate between urban and rural areas, the latter being given somewhat greater assistance than the former.

12. One great advantage of making local communities more directly responsible for meeting the cost of adult education programmes would be that they would then become much more cost-conscious than they are at the moment. A little more local initiative might then be shown in ensuring that all text books issued are returned in good conditions for example. They would also become much more concerned in ensuring that they were being provided with an efficient and effective educational service. At present payment of part-time teachers represents something like 70 per cent of the total cost of the Ministry of Education's adult education programme and is by far the most significant item of expenditure. Some would argue that teachers should give their services or receive only nominal payment for this kind of work. I do not agree. Teachers in this kind of work are undertaking a long-term commitment to teach two or three nights a week throuthout the school year. If they are to do the job properly, they should take at least one other night each week for lesson preparation and the marking of students' exercises. They will in most cases, of course, have a very heavy schedule of day-school work and many will themselves be studying for higher qualifications. In this circumstances I think they are entitled to a decent reward for the work they do in adult education. But if the costs of employing teachers in this work were more widely known, it might make some of students a little more regular and punctual in their attendances if only to ensure that they were getting value for the money.

13. I have tried to outline in this brief talk some of the problems involved in financing adult education and to show more particularly that it is not simply a question of deciding how much should be spent on it. There are the two equally important questions:

(i) On what forms of adult education should the funds available be spent?

(ii) Who should provide the funds required?

There is in Zambia today a tendency to expect Government to provide everything. Governments of newly independent African states are usually keen and anxious to expand adult education programmes. However, with the passage of time and the increasing commitments they are being asked to undertake, they are likely to become much more selective in their attitude and will require evidence of the beneficial results that can be expected from such programmes, especially in terms of national development, before they will give them their support. It is essential, in my view, if the increased momentum of adult education development that is at first generated in newly independent states is to be maintained, for the people in their local communities to play a much more active role in the formulation, financing and implementation of adult education programmes. Unless we are able to get the people so actively engaged, those of us who are full-time in adult education are not likely to succeed in out task.

Seminar on
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VOCATIONAL TRAINING WITHIN THE FRAMEWORK OF ADULT EDUCATION

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I.

The main aim on which all efforts are concentrated in development countries like Zambia is, of course, development. How to achieve this to a sufficient extent, i.e. to an extent that allows a transition into self-sustained growth as Rostow termed it, is the problem which has gained the attention of politicians and scientists alike for the last two decades. The basic condition for this is considered to be the raising of the rate of growth of national productivity above the level of population growth.

The initial practical approach to this problem was launched from theories which had as their basic assumption the lack of capital as the reasons for a low level of development. Lack of capital was made the starting point and the result of a vicious circule, which seemed to control economic development. Small wonder that first attempts to break up the vicious circle were directed towards the provision of productive assets and the improvement of the infrastructure. It is only relatively recently that the human and social factors have gained ground, factors which have since been proved to be far more responsible for the economic stagnation prevailing in the development countries. Professor Schultz assumes, for instance, in an essay on "Capital Formation by Education" that less than one third of the national income can be contributed to capital and labour.1)

It is, of course, true that projects in the sphere of infrastructure and in the sector of production realised with or without foreign aid make an impact on the social and human factors, since they convey new methods and ideas which are incompatible with the traditional structure of society. But this exactly is the reason why they had sometimes to be put through against the will of the population or they did not reach the rate of use of capacity and efficiency which justified their realisation. May I point out in this connection that according to the report of the Economic Survey Mission of the United Nations "Much of Zambian industry was operating in 1961 at a good deal less than full capacity. Some industries, such as furniture and rubber products, were in the 80 to 90 per cent range, while at the other extreme the food group operated at less than 60 per cent of capacity, and such non-metallic mineral

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1) Schultz, Theodore W., "Capital Formation by Education", Journal of Political Economy, Vol.LXVIII, No.6, 1960, S.571 - 583.

manufacturing as clay products were operating at less than half capacity. While any estimate of the overall use of capacity in the Zambian manufacturing sector can only be very approximate, official government statistics and a sample survey undertaken by the Mission indicate that in 1961 about one third of industrial capacity was used." 2)

Moreover the realisation of such projects means that industrialised nations try to solve in direct action the problems of the developing countries. But it should be understood by now - and I think it is - that the main target should be to pass on to the development countries the means necessary for them to solve their problems of development in their own way and on their own initiative. This is the only way to make sure that the process of development gains the momentum necessary if these countries want to win the race between the growth of population and that of productivity. The means is, as you might have gathered from the above, education, education in all its forms.

Being a German, I come from a country which is reputed for having accomplished a so-called economic miracle after the Second World War. Was it a miracle? You might say so if you had seen the extent of destruction after the war, the poverty and misery prevailing and compared it with the present situation where Germany is in the front rank of the industrial powers. What was the reason for this extraordinary change? Was it the capital we received from outside? Were it the natural resources like coal we had in the country? Without denying their importance I think the real reason for the speed of the recovery was the fact that the skills of the people had not been destroyed. For every factory, every store, and every office of administration there were numerable hands and brains trained for their operation. They were the juice that got the vehicle of the economy moving again and gaining a speed which today makes it necessary to import manpower from less developed parts of Europe.

Japan, another of today's highly industrialised countries, was seventy, eighty years ago a peasant society like those of the development countries of today. The structure of the society was traditional - feudal to be precise - as were, of course, the customs and institutions of the people. They were incompatible with the requirements of a modern society, i.e. a society based on achievement and not ascription, with a rational approach to the solution of its problems. Elements of entrepreneurship and industry were, however, beginning to emerge. Within the next three or four decades after the Revolution of 1868 it had reached the point of economic take-off into the already mentioned sustained growth. This exemplifies an extraordinarily purposeful drive, as Adam Curle puts it in his treatise on "Educational Strategy for Developing Societies" 3), especially in view of the fact that little foreign capital was involved. Part of the whole plan was educational with a heavy emphasis on intermediate training on all levels inside and outside the formal school system.

Since Africa needs development now, educational planning has to be done on two lines, short-term and long-term. In the long-run the formal education system will have to meet by far the major part of the demand for educated and skilled people. Most African countries have

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2) Report of the UN/ECA/FAO Economic Survey Mission on the Economic Development of Zambia, Ndola, 1964, S.76.

3) Curle, Adam, Educational Strategy for Developing Societies, London, 1965, p.135.

begun to build - or better expand an already existing but embryonic formal structure in the 1950's. Especially the primary-school system has sometimes been expanded at an astonishing but also dangerous speed. Dangerous, because standards, which often were not high, were lowered still further, as, for instance in Ghana, thus bringing about the problem of the primary-school leaver who has received enough education to be alienated from the traditional society but not enough to take his place in a modern economy. Furthermore only a relatively small number had the opportunity to continue their education. There were neither enough secondary schools nor vocational schools to absorb them. Consequently they rejected the idea to work in the traditional subsistence sector of the economy where they could have become a driving force in its change, and moved to the urban centres where they inflated the numbers of the unemployed together with those not educated at all. The UN-report puts the number of the unemployed in Zambia in 1963 at 57,000. Compared with a total employment of about 225,000 this means an unemployment rate of 23.5 per cent.

To avoid this exorbitant waste of already partly trained manpower but also to provide the means for this in form of teachers for the envisaged further education - general and vocational - and in form of engineers, supervisory and managing personnel which is necessary to absorb more unskilled, semi-skilled and skilled manpower, African countries were advised by the resolutions taken at the Addis Ababa conference of African Ministers of Education in 1962 to give priority to secondary education. This has been emphasized upon by the Unesco conference on the Development of Higher Education in Africa and a further Conference of African Ministers of Education in 1964.

Steps to alter the situation in accordance with these recommendations have already been taken in Zambia which suffering from an unfortunate educational heritage had to start from a much lower level when it became independent than most other African countries. But first results of these measures will only be felt in the future as far as secondary education is concerned in 1971.

And what will these results be like with regard to manpower requirements? In answering this question I confine myself to the intermediate grades which are so conducive to development and I rely on the figures given in the UN-report, which are, of course, known to you, but shall be quoted here to illustrate the point I am trying to make. Although a detailed and firmly based manpower survey had not yet been prepared, the mission suggested that requirements in the category will rise to 15,000 in 1965 and to over 23,000 in 1970 and will have reached 39,000 by 1975. Requirement figures are set even higher in the Transitional Development Plan. From a comparison with the projected numbers of those attaining this level of education it can be deduced that in 1975 the highest shortfall will be reached and only afterwards attainments will gradually be drawing nearer to the ceiling of needs still leaving a considerable gap in 1980.

So far we have discussed the problem of middle level manpower from a purely economic point of view but it must be recalled that this group constitutes in the structure of society what in the European context was called the 'middle class' pulling together the two structural extremes and what Galbraith has termed the new class'. Its function in Africa is to prevent the rise of an unbalanced society first signs of which have already appeared on the scene.

Salaries of Africans moving into positions formerly held by expatriates have tended to be on the same level although this can hardly be justified due to the fact that salaries of expatriates contained a considerable proportion meant to induce qualified personnel to work in Africa in an often strenous climate and under exacting conditions. While on the other hand the large mass of unskilled labour can only command very low wages due to their low productivity. This applies also to Zambia where the bulk of the labour force was drawn from the pool of largely uneducated manpower and where with notable exceptions, as on the mines, a person with low levels of schooling or non at all has had little chance to acquire any skills or further training, whatever. Incidentally the lack of technical training facilities whether in agriculture or industry is or has been a general feature of the scene on all levels. Thus the new class can only become a 'middle class', drawing together the two extremes and eventually merging them, when it is sufficiently large and varied. Only then, by the way, it will be able to create the prerequisite of an economic take-off, pointed out by Rostow 4): a radical change in agricultural technique and market organization, which calls for the educated entrepreneur coming from various levels of this middle class.

But can Africa or Zambia for that matter wait until the formal school structure provides the necessary products in two decades time ? It most certainly cannot' The representative of the Director-General of Unesco said in his opening address to the adult education conference at Abidjan in March 1964 that ".....it is not the children of today who hold the present destiny of Africa in their hands, it is the adults. So it is only by establishing effective communication with the adult population, by helping them to adjust to a rapidly changing world, that an immediate impact can be made on the urgent problems of society and essential progress be brought about. Africa cannot wait a generation to mobilise its rich human resources for tasks or natinal development."

This is where short-term planning or adult education comes in. Adult education has, of course, a permanent part to play in modern times where knowledge becomes rapidly obsolete, where ups and downs in industry are unavoidable as for instance in Germany at the moment where thousands of miners have to be retrained because oil is pushing back coal in the fuel market and mines are, therefore, closing down, and where automation sets people free forcing them to get trained for other jobs with a general tendency towards a higher level of employment. But this permanent function of adult education has to develop out of efforts made in Zambia now to achieve immediate results or at least to achieve them as soon as possible. It is quite obvious from what I have said so far that adult education has also a twofold mission which Paul Bertelsen, who will speak to us this afternoon, circumscribed on an other occasion in the following way: "The role of adult education is enhanced, because in Africa development is not only a question of quantitive growth accompanied by minor structural changes. After their political revolutions most African countries

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4) Rostow, W.W., The Stages of Economic Growth, Cambridge at the University Prsss, 1960, pp. 22-24.

(42)

have now embarked on a process of social revolution. Very many of the changes needed to enable growth to take place are of a qualitative nature and important policy decisions are continually called for, both at central and local levels. If people are not to become mere objects of change, they must understand what is going on around them and, as far as possible, participate in the decision-taking." 5) This means to make people who are more or less uneducated in development-minded, to make them aware of the fact that they themselves can do something to alter their depressed situation. Every single appropriate channel to achieve this should be used whether through government agencies or private organisations or through co-operation between both of them. The swift action which the situation calls for and the limited resources available makes it necessary to give adult education for this section of adults a strong vocational bias. Thus literacy especially in rural areas cannot be taught purely for its own sake but has already to include some knowledge on how to improve the traditional environment and how to set about improvements in its main field of occupation, agriculture. Incidentally, this vocational bias is the best way to make literacy teaching attractive for adults.

modern sense

Self-help project work, another field of community development, is even more vocational giving rise to a group of rural building crafts.

The strongest element of vocational training is, of course, to be found in the extension services, and there in the agricultural extension services, which is entirely vocational. But what about those who are already development-minded to a certain extent, say, the illiterates and those with a minimum of schooling, who have left the countryside to search for jobs in the towns and cities, but do not have the qualifications to fill the vacancies thus inflating the ranks of the unemployed instead of throwing in their potential as semi-skilled and skilled workers?

Moreover industry, commerce, and government administration call for qualified personnel, not only in the lower grades of employment but even more so from there up to the top level. In Zambia the scale of employment on the middle and higher levels is heavily lopsided towards non-Africans, who are expensive and who, since Zambia cannot afford to do without them, hamper in their present numbers the growth of the all-important African middle class. Here the situation calls for upgrading and promotion which can only be done through adult education in the form of evening courses, sandwich courses, short residential courses and seminars, since this kind of personnel is so scarce that the economy cannot afford to manage without their service for long.

After having defined the position of adult education in the educational structure and the position of vocational training in the framework of adult education I shall confine myself in the following to straight vocational training setting aside all marginal fields. I shall set out from agricultural extension and go on to vocational training for various other branches of the

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5) Bertelsen, Paul,: Problems of Priorities in Adult Education, Lecture given at the seminar on "Development and Adult Education" in Uppsala(Sweden) on October 14 -16, 1964.

economy from the level of the skilled worker tobe the supervisory grades and up to the level of management.

Agricultural extension

Professor Arthur Lewis wrote in his report on industrialization in Ghana: "In one sense the surest way to industrialize Ghana would be to multiply by four or five the resources available to the Department of Agriculture for fundamental research into food production, and then, as the results become available, to multiply fivefold the funds available for extension work in the villages." 6) So much about the importance of agricultural extension work. But what does it in fact mean ? To put it in a nutshell I should say: extension work is the attempt to acquaint the rural population of a certain region in a certain field and in a certain period of time with new ideas, methods, and forms of behaviour in a way that has lasting effects on the traditional society. To achieve lasting effects, an intensive education is needed. In rural areas of African countries like parts of Ghana or Zambia with their extremely conservative population this education can only take effect if pedagogically trained personnel is used which has been living long enough among those to be educated to have gained the confidence of the population and its natural leaders and some knowledge of its sociological structure, to find the best ways to put the new ideas across.

May I point out here that the training of the natural leaders in rural communities to play an active role in their development is a most valuable asset and should have a prominent part in the training programmes.

It is equally important that they stay on long enough to secure the projected teaching effects. This description applies, of course, to the field workers or multi-purpose village workers as they are often called. The last term already conveys a certain concept of organizing mass education in rural areas.

Different countries in Africa have gone different ways in establishing a mass education system. In the beginning of mass education and community development the different ministries engaged in one aspect of this work or the other, tried to throw their own net of personnel over the country or to work on their own with mobile teams. But in recent years many countries have adopted a more economic method. Only one ministry or department usually that of community development is responsible for the establishment of network of fieldworkers which then can be used by other departments or ministries. They can, therefore, confine themselves to mobile teams of experts thoroughly trained in their respective fields, while the community development service offers the services of its pedagogues.

The initiative lies with the professionally competent ministry, which in the course of its regular work has recognized the necessity to make the population of a certain region or

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6) quoted from du Sautoy, Peter, Community Development in Ghana, London, 1958, p. 137

province acquainted with a particular subject. This system of co-operation developed gradually over years in Ghana and was introduced only a few years ago in the Western Region of the Federation of Nigeria.

The field workers have, of course, to be trained for the individual project. It is necessary to have a centralized and well equipped administrative organisation through which the preparative measures can be co-ordinated with those of the ministry of agriculture for instance. Experience has proved about six months to be needed for this preparative work. Field workers and voluntary leaders have to be trained, audio-visual aids like posters and film-strips have to be prepared etc.

A strict keeping to its quarters of each side is a prerequisite for the success or as du Sautoy puts it: "It is necessary for the extension worker to make clear to the specialists at the outset that he intends in no way to interfere with their professional ideas. It is for them clearly to state the problem and the remedy and for the extension worker to suggest how this may put over to the public."7) The advantage originating from this co-operation, apart from that already mentioned, is the opportunity for an intensive preparative and follow-up work within the framework of the continuous educational activity of a community development department. New agricultural methods can, for instance, be propagated in the course of women's work or through literacy teaching which although having a value of its own is in the African context a vehicle for conveying knowledge to the vast majority of the adult population. Thus extension work becomes an integrated part of community development.

For technical and practical reasons this form of education is generally put into a practice in campaigns of three or four months duration. They are usually necessitated by specific conditions in a certain region, several regions or parts of them

They are, therefore, mostly confined to a limited area. This temporal and geographical limitation is the only way for the department of engage in several campaigns per year. The task Zambia is facing in the field of agricultural education is enormous. About three - quarters of the population or 2.5 m inhabitants are still winning their livelihood from the land and are largely outside the money economy. Due to another element of Zambia's unfortunate heritage methods are still traditional in the major part of agriculture while another section is already in line with modern production methods.

The need for a considerable increase in the productivity of this part of the economy and in overall agricultural production was stated in the report of the United Nations mission as well as in Zambia's Transitional Development Plan. Coals envisaged by a working party, on Rural Economic Development in 1960 were to raise the annual sales of African agricultural production fourfold from 2 million in 1959 to 8 million in 1969 and the

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7) du Sautoy, Peter, op. cit., p. 139

number of "improved" African peasant farmers from 6,000 to 50,000 in 1965 and 100,000 by 1969. To reach these goals would have meant not only investment in fertilizers, mechanization etc. but in education: training of extension workers at all levels, of agricultural specialists and of the farmers. Unfortunately independence has meant a drain on professional agricultural knowledge available in the country thus causing the targets to be even more difficult to attain.

Judging from national objectives this improvement scheme is all the more necessary since Zambia has to import food products and consequently loses valuable foreign exchange. Furthermore her economy is heavily depending on copper production the world price fluctuations of which are endangering a steady development. Last not least, unless agricultural production is stepped up the size of the market for industrial development. There is every reason, therefore, to go in for diversification of the economy.

This, of course, cannot be achieved merely through the extension work just described. It has to be supplemented by more intensive and formal forms of training.

These intensive forms of agricultural training can be and very often are undertaken by government and private agencies alike although the bulk of it will certainly rest on the hands of the government.

For this purpose farm institutes training centres and farm mechanisation centres have been established in various African countries. The US/AID has done a great deal to promote them. In Ghana, for instance, there are five farm institutes combined with farm mechanisation training centres. - At this point, I should like to explain, why I am referring so often to the situation in Ghana. There are two reasons for this, on the one hand I have only recently returned from an extended journey to Ghana, consequently Ghanaian examples come readily to my mind, and on the other hand Ghana has a high reputation for having attained high standards in adult education.-

The training offered in these centres is mainly meant for the younger farming generation with a certain level of formal schooling. Courses run from four months to one and two years. About 300 applications are received in each school from boys and girls who claim they want to farm on their own. But experience has shown that these candidates tend to fall back on the Ministry of Agriculture for employment, and only a few go back to be self-employed on their farms, a tendency which I should think, could be avoided.

Besides this training programme, Adult Farmers' Courses are run, which are very popular at all training centres. A report on the training schools for staff, workers, and farmers for 1965 prepared by the Ministry of Agriculture gives the following outline of this work:

> "Adult farmers' training programmes have proved to be the biggest contribution of the Training Division in rejuvenating the nations extension services. These courses are held in the Farm Institutes at week-ends on Fridays and Saturdays, and the farmers, who attend, show every sign of benefitting from the training.

Many more farmers always turn up than are expected and the selection of farmers is done with the co-operation of the extension staff of the Ministry.

A farmer first attends a general introductory course. After that he enroles for training in a specific field in which he is interested, and he continues to report weekly or fortnightly to take a graded course of lessons in his chosen field.

Farmers generally choose poultry husbandry, crop husbandry, farm shopwork or operation of farm machinery, and about 2000 adult farmers pass through the hands of the staff of the Institute each year learning these skills."8)

Several African Countries have made attempts to organise unemployed youth and adults into movements of considerable size using their working power for development projects of different kinds and provide them with opportunities for basic and further education part of which is agricultural. In Ghana, it was the agricultural wing of the Workers' Brigade, in Kenya it is the Kenya National Youth Service, in Tanzania the National Voluntary Youth Service and in Zambia the National Youth Service was supposed to take this line. Wheth r they are efficient and economical is open to doubt and they are too young to be judged on their merits, but they certainly are a means to get the unemployed youth off the street and to give them some vocational and disciplinary training necessary for their later working life.

Private organisations even individuals have taken the initiative which should be induced in Zambia, too. Here, for instance, is an opportunity for the non-African farmers in Zambia to pay their tribute to the development of African agricultural manpower. As far as I know specific proposals have already been made in this direction.

A secondary but important result of such a combined extensive and intensive training programme in Zambia could be a slowing down of the migration of the dynamic elements of the rural population to the urban areas.

Non-agricultural vocational training

The report of the United Nations Mission says, that the development of Zambia's human resources must be guided by manpower needs9), and, although we have already touched this topic formerly, I should like to add some more details, before we go on to consider the steps taken by other countries and the range of possibilities open to a development country.

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8) Ministry of Agriculture Training Schools for Staff, Workers, and Farmers, Training and Manpower Division, Ministry of Agriculture, Accra, Ghana, 1965, p. 55.

9) Report of the UN/ECA/FAO Survey Mission, op. cit., p. 102

The calculation of manpower targets to be reached up to a fixed date is based on the assumed rate of future economic development which in turn is based on an extrapolation of the past rate of growth. Shortage of statistical information still prevailing in African countries makes for uncertainties in this calculation which is further endangered by the fact that the economy of most of these countries is depending on one or two staple goods with often considerably fluctuatiing prices in the world market.

Frederick Harbison contributed an analysis of the educational needs of Nigeria in 1970 to the Ashby Report10) which he founded on an estimate of what would be required if the same rate of economic growth as in the previous decade was to be achieved. He made recommendations which more than doubled the skilled personnel and almost quadrupled those of the intermediate grades. But he added: "If the future rate of growth is greater than in the past, then these targets are certainly too low. If the future rate of growth is less than in the past, then these targents may be too high."11)

A comment on this approach is given by Professor Curle: "...... his whole approach raises profound uncertainty. The inference is that what is attainable in the future is closely tied to what was attainable in the past. In fact Nigeria's post-war economic development had been quite good but, if it had been geared to that lower level of achievement ? If so, it would imply, which is far from unreasonable, that the achievement of the previous decade did not lay the foundation of anything much better in the future. But many under-developed countries have been less economically successful than Nigeria ..... and in any case the whole purpose of development is to make a leap forward from the past." Later he adds: "If development is to be achieved, attempts will have to be made to increase motivation through community development and other measures we have considered, while the manpower supply can best be improved by devides outside the educational system,....."12)

As well as the planning of the formal system the planning of these devices has to comprise the whole educational structure of the population and when the possibilities for economic expansion are so great, and skilled, intermediate, and high level manpower so scarce as in Zambia there is hardly a chance to overproduce it at least in the short-run.

A manpower survey should, however, be prepared for long-term projections.

The United Nations Report indicates a projected overall rise of African employment inthe non-agricultural sectors of the economy up to 1970 over the already projected figures of 1965 - whether they have been reached I do not know - of the following size:

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10) Investment in Education, The Report of the Commission on Post-School Certificate and Higher Education in Nigeria, Lagos, Nigeria: Federal Ministry of Education, 1960, pp. 50 - 72

11) Ashby Report, op. cit.

Mining	nil
Manufacturing	15,000
Construction	27,000
Distribution	15,000
Government	33,000
Others	13,000
Total	103,000(13)

The information available to me does not allow to give exact proportions for the different categories of manpower, but from what I have said so far it should be obvious that heavy emphasis has to be made on the training of the intermediate and higher grades which means as far as adult education is concerned further vocational training for improvement and promotion of those already employed. Basic vocational for the unskilled and skilled categories can, of course, by no means be neglected.

The training needs in the field of vocationa training and upgrading are so great that efforts from all quarters of society are called for. Here again the bulk of the task rests with the Government especially as far as further education is concerned. There are several reasons for this Government is the biggest single employer in Zambia as in most other development countries, and this not only in the classic fields of government activity but also as an entreprener in those sectors of the economy where private entrepreneurship is not readily coming forth, a problem, which all African countries have to cope with. Another reason for the prominent role of Government is that nation-wide planning and an appropriate administrative machinery is needed and that in the case of higher forms of training the capital outlay is considerable.

In many development countries government has not yet come up to its responsibilities. The reason for this is, that the vast majority of the population is rural and therefore constitutes a greater quantitative problem and that the problems of the urban areas have gained the attention of the government at a later date.

This does not mean, of course, that the Government has to operate single-handed. Where valuable expert knowledge and experience is left without financial or organisational means Government could offer its help. This very often applies to private organisations like the missions or trade unions.

In the beginning of the industrialization of European countries like England and Germany the trade unions have played an important role in the education of their members and even today they run numerous courses and educational institutes not only for the improvement of their own cadres and leading personnel but for the rank and file members, too.

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12) Curle, Adam, op. cit., pp. 133, 136

13) Report of the UN/ECA/FAO Survey Mission, op. cit., p. 17.

The courses cover, therefore, a wide range of vocational education. Moreover the unions did much to promote the system of vocational education in these countries. Could trade unions in African countries play a similar role ?

Unfortunately the concept of trade unionism is a European one and has great difficulty to gain ground in Africa. Thus African trade unions tend to be organisationally and financially weak. Since the concept is generally accepted government and trade unions could co-operate in many ways to strengthen it. The best way to achieve this is to give the unions a share in the responsibility for economic and social advancement of the country and its population.

Trade union representatives could be admitted to some kind of national vocational training council - which, by the way, could be a sub-council of a National Council for Planning Further Education as recommended by the United Nations' Mission.

On the average African trade unions are too poor to mount their own vocational training programmes. There are several ways out of this situation. Foreign aid could move in from non-governmental organisations, international trade union organisations like the International Trade Secretariats or individual trade unions. The German Building Workers' Union has, for instance, assisted the Building and Woodworkers' Union of the Congo (Leopoldville) in the establishment of a vocational school.

It is not unreasonable to suggest that the Government itself should give assistance to a national trade union body if it can be held responsible for an efficient running of a training institute or programme until it is financially strong enough to keep it going. The Government of the Federation of Nigeria gave financial assistance to the recognized national trade union organisation. Even forms of co-operation between trade unions and employers are not impossible in this field since a better trained labour force is to the advantage of both parties. Agreements could, for instance, be negotiated whereby workers educated to an agreed standard would qualify for on-the-job training, followed by trade tests and the possibility of advancement.

The most natural vocational educator is, of course, industry itself. In Germany the classic form of producing skilled manpower is the apprenticeship system supplemented by day-release courses in governmental vocational schools. Big enterprises like those in the coal and stell industry, comparable with Zambian copper industry, often have their own training centres where additional theoretical and practical training is given. In other branches of industry, where the average size of the individual enterprise does not warrant a training centre for a single firm, groups of enterprises run a centre.

Semi-skilled workers are generally trained on the job. High level management personnel is often trained in special programmes which may be defined as "management-education-by doing" and in which periods of practical and theoretical training are following alternately.

In the development countries industry is even more responsible for running its own training programmes. Apart from the mining industry in Zambia this has not been fully recognized as yet, which is also partly due to the failure of previous governments to establish a proper legal framework with detailed regulations to secure control. But Government could be imagined to take more direct ways of fostering the patient through tax incentives, publicy and direct exhortations. This could and should result in an intake for training which goes beyond the needs of industry already in existence and thus provide trained personnel for industrial development while relieving the state of some of its burden. In connection with educational activities of trade unions we have already mentioned foreign aid and I would like to add a few details.

Vocational training in Africa today is in the first place a transplantation of modern industrial and professional techniques. Since theoretical knowledge of and practical experience with these techniques is concentrated in the industrialized countries, a better field for aid can hardly be imagined. Due to the scarcety of knowledge and experience of this kind in the development countries financial aid plays a minor role here. Qualified personnel and equipment is what is needed most. They can either be sent into the development countries or trainees can be invited for training to the industrialized countries. The latter form of assistance is to be used very carefully and to be confined to already trained high level manpower and to relatively short periods, because their absence means a considerable temporary loss of their valuable working power.

Evening courses

Evening courses for vocational education or better further education, since this generally prevails, are mostly run by existing fulltime schools and cover the commercial as well as the technical field.

The technical School in Khartoum, for instance, runs courses for skilled workers and foremen which are very well attended. The Extra-Mural Department of the University of Hongkong, one of the biggest trade centres in the Far-east, provides further education courses in commercial subjects. The same applies to the Institute of Public Education, the former Extra-Mural Department of the University of Ghana, which has developed into some kind of educational fire-brigade serving many different fields. We shall return to it later.

The Technical Institutes in Ghana are engaged in both fields. The Technical Institutes are now divided into Polytechnics for all levels of learning but well below University level and Technical Institutes for the more basic vocational education. An institute of one kind of the other is to be found in each region: The Polytechnics in Accra, Kumasi, Takoradi, the technical institutes in Kpandu(Volta), Asuansi(Central) Tamale(Northern), Koforidua(Eastern), and Kikam(Western).

While day-release courses are mainly meant for apprentices the evening courses are catering for employed or unemployed adults. These courses have gained a popularity which by far exceeds the resources of buildings and teaching personnel. At the beginning of the last term 3,000 applications had been received at the Accra Polytechnic, but only 600 or a maximum of 700 students could be accepted. The director of the institute suggested therefore, that a special adult education centre might be established to cope with these numbers.

Evening courses at the Polytechnic in Kumasi were also offered to 600 students. While most students in Accra took up commercial studies, the majority of the participants in Kumasi preferred technical subjects.

On the technical side the programmes are graded offering first pretechnical introductory courses which included: English, mathematics, basic natural science and technical drawing. Successful participation in a pretechnical course is a prerequisite for registering in craft courses like automechanics, electrician's courses, etc. There were no preconditions of this kind for training in radio-servicing, telecommunication, draftsmanship, welding etc. One course was offered at Kumasi Polytechnic for motor vehicle technicians. Applicants were required to have finished their auto-mechanics course and to have two years of practical experience.

The courses are mainly theoretical and require, therefore, to be supplemented by practical experience in the respective field. Courses in domestic science and tailoring were offered without final examinations.

On more or less the same level are the Specialist Studies or Diploma Courses of the already mentioned Institute of Public Education, which primarily aim at the improvement of the special professional qualifications. Individual applicants with a good educational background, who have to be in employment, are, therefore, strongly advised to choose courses which have relevance to their daily occupation. Employers have to give their consent to the application. The normal way of registering for one of these courses leads through the organisation or enterprise which intends to render it possible for its employees to participate.

Diploma Courses are opened where a minimum number of students applies and where teaching personnel can be made available. In accordance with the character of the courses attendance is closely watched and irregularities are notified to the employer. Moreover, at the end of a term employers are informed about the development of every student. Most of these courses run for three years.

This vocational training programme covers the following fields:-

Agricultural Studies
Secretarial Studies
Trade Union Studies
Studies in Accountancy
" " Home Economics
" " International Affairs

Studies in Journalism
" " Nutrition
" " Politics

The range of subjects is divided into course subjects attached to the respective field of study and basic common subjects which are the same for all courses and comprised the Seven-Year - Plan, English and colloquial French.

Applicants can be exempted from one subject or the other. if prove is given that they already have the qualifications aimed at.

The courses are given free of charge, only a small registration fee of L 1 is levied. The lack of fees is a general feature in Ghanaian adult education. To prevent the courses to be flooded by unsuitable applicants a good selection system has to be installed.

Evening courses are even offered on university level. External Degree Courses lead to academic examinations of the University of London or Accra for the Bachelor of Science and the Bachelor of Arts. They are meant for employees able to stand the whole course, even if the educational background does not come up to standards. This is supposed to be made up for by intelligence, experience and maturity. The courses run for five years.

The majority of the first batch of 40 students had leading positions on different levels in public administration. The rest were teachers and businessmen. At the end of the first year only 20 students were still pursuing their studies. The main reason for this high dropout rate is considered to be working overtime and transfer to other regions. Of the rest of twenty students only eight seemed to come up to standards necessary to pass the first intermediate examination. The Tutor for this programme described the difficulties the students are faced with in the following way: "Lack of time Plus lack of an ability to organise Plus the comparatively unorganisable Accra environment." He thought it necessary to devote about 20 hours per week to private studies while the students had difficulties to pass four or five hours of private study compared with six to ten hours for lectures. Another difficulty was arising from the insufficient educational background.

To overcome the time problem employers shall be asked to support the programme by allowing them half a day a week, since successful further education of their employees is also to their own advantage.

To remove the second bottleneck, tutors shall be employed since the lecturers, who are mostly members of the teaching staff of the University at Legon near Accra, can hardly spare the time for a careful guidance of the students.

The number of participants is, however, relatively low. To attract also those who have not completed their formal schooling a Mature Students Selection Test has been created. Students of at least thirty years of age shall be admitted to the test. Having passed the test they can choose whether they want to take up full-time or evening studies.

These examples show that in Africa evening courses cover all levels of study and a wide range of subjects.

Intensified Vocational Training

During the period of heavy unemployment in the late twenties and during the last war methods for an intensified training and retraining in various - especially technical - fields have been developed primarily in England and France. Through these methods training periods can be shortened to between six and nine months.

Since the short training period cannot provide any experience it is necessary for the trainees to enter employment immediately after having completed the course.

This kind of training demands an effective system of selection. What is equally necessary is qualified teaching personnel especially in the light of the methods used in these courses. Therefore, quite a number of countries, where these courses are run, have established training centres for the instructors. Among them are such different countries as India, Italy, Indonesia, Morocco and Pakistan. In the training period of about six months general, vocational and pedagocial subjects are taught .

In Persia, for instance, the I.L.O. established a training centre of this kind for building workers and the experience gained there is quite satisfactory. The international experts running the the courses in the beginning thought that the success of the training was about 75 to 80 per cent of that reached in European centres. The main difficulties they encountered were the suitable selection of students and the selection and training of the teachers who were going to replace the international experts.

Since 1957 Tunisia has been establishing centres of vacational Training for adults between 18 and 55 years of age. Periods of instruction vary between six and twelve months. The centres cater for 3 categories of adult students based on the level of their educational background.

1. Illiterates are trained to become, what you might call, semi-skilled masons. They are mainly meant for unemployed who are going to used in development projects of the government. Until 1971, i.e. the end of the ten - year plan period, 14,800 masons shall be trained in 120 groups. This kind of training will then probably come to an end .

2. The second category campaises those also have a normal elementary school background. Within 6 to 9 months they are specialising in various technical vocations.

3. Adults with an incomplete secondary school education are turned into skilled workers within 6 to 12 months.

(54)

In 1962 418 adults were trained in these centres. For 1963 1210 adults were expected to go in for this training and for 1971 it was projected that 4.300 adults were undergoing training in 27 centres. It was estimated that between 1962 and 1971 these centres would produce trained personnel totalling 29.150 persons.

For adults between 18 and 55 years of age who have served an apprenticeship or have had schooling up to Form III residential further education centres have been established. Those they are trained for skilled jobs in different technical fields. 1962 255 adults had been accepted. From 1967 onwards enough centres shall be available to take in an annual contingent of 555 adult students.

Other Forms of Training and Upgrading

There are numerous other forms of training and upgrading too numerous in fact to be related here in any detail. In our discussions in-service training has been a prominent topic. This can be combined with day- release or block- release courses. At training centre for mangement personnel in public and private enterprises was opened in Eastern Nigeria in 1964. There periods of training(theoretical) in the centre are followed by periods of practical work in the respective enterprise. You may call it "management-training -by-doing". Ghana established a National Productivity centre only last year, assisted by the I.L.O.

Seminars of one or several weeks' duration can also contribute to the target of upgrading + consequently promotion.

Seminar on
"The Role and Importance of Adult Education in Zambia"
At the Staff Training College,
Lusaka / Zambia
from 25th - 30th April, 1966.

VOCATIONAL TRAINING WITHIN THE FRAMEWORK OF ADULT EDUCATION

(by : J. Buese Dipl. Volksw. Research Institute of
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I.

The main aim on which all efforts are concentrated in development countries like Zambia is, of course, development. How to achieve this to a sufficient extent, i.e. to an extent that allows a transition into self-sustained growth as Rostow termed it, is the problem which has gained the attention of politicians and scientists alike for the last two decades. The basic condition for this is considered to be the raising of the rate of growth of national productivity above the level of population growth.

The initial practical approach to this problem was launched from theories which had as their basic assumption the lack of capital as the reasons for a low level of development. Lack of capital was made the starting point and the result of a vicious circule, which seemed to control economic development. Small wonder that first attempts to break up the vicious circle were directed towards the provision of productive assets and the improvement of the infrastructure. It is only relatively recently that the human and social factors have gained ground, factors which have since been proved to be far more responsible for the economic stagnation prevailing in the development countries. Professor Schultz assumes, for instance, in an essay on "Capital Formation by Education" that less than one third of the national income can be contributed to capital and labour.1)

It is, of course, true that projects in the sphere of infrastructure and in the sector of production realised with or without foreign aid make an impact on the social and human factors, since they convey new methods and ideas which are incompatible with the traditional structure of society. But this exactly is the reason why they had sometimes to be put through against the will of the population or they did not reach the rate of use of capacity and efficiency which justified their realisation. May I point out in this connection that according to the report of the Economic Survey Mission of the United Nations "Much of Zambian industry was operating in 1961 at a good deal less than full capacity. Some industries, such as furniture and rubber products, were in the 80 to 90 per cent range, while at the other extreme the food group operated at less than 60 per cent of capacity, and such non-metallic mineral

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1) Schultz, Theodore W., "Capital Formation by Education", Journal of Political Economy, Vol.LXVIII, No.6, 1960, S.571 - 583.

manufacturing as clay products were operating at less than half capacity. While any estimate of the overall use of capacity in the Zambian manufacturing sector can only be very approximate, official government statistics and a sample survey undertaken by the Mission indicate that in 1961 about one third of industrial capacity was used." 2)

Moreover the realisation of such projects means that industrialised nations try to solve in direct action the problems of the developing countries. But it should be understood by now - and I think it is - that the main target should be to pass on to the development countries the means necessary for them to solve their problems of development in their own way and on their own initiative. This is the only way to make sure that the process of development gains the momentum necessary if these countries want to win the race between the growth of population and that of productivity. The means is, as you might have gathered from the above, education, education in all its forms.

Being a German, I come from a country which is reputed for having accomplished a so-called economic miracle after the Second World War. Was it a miracle? You might say so if you had seen the extent of destruction after the war, the poverty and misery prevailing and compared it with the present situation where Germany is in the front rank of the industrial powers. What was the reason for this extraordinary change? Was it the capital we received from outside? Were it the natural resources like coal we had in the country? Without denying their importance I think the real reason for the speed of the recovery was the fact that the skills of the people had not been destroyed. For every factory, every store, and every office of administration there were numerable hands and brains trained for their operation. They were the juice that got the vehicle of the economy moving again and gaining a speed which today makes it necessary to import manpower from less developed parts of Europe.

Japan, another of today's highly industrialised countries, was seventy, eighty years ago a peasant society like those of the development countries of today. The structure of the society was traditional - feudal to be precise - as were, of course, the customs and institutions of the people. They were incompatible with the requirements of a modern society, i.e. a society based on achievement and not ascription, with a rational approach to the solution of its problems. Elements of entrepreneurship and industry were, however, beginning to emerge. Within the next three or four decades after the Revolution of 1868 it had reached the point of economic take-off into the already mentioned sustained growth. This exemplifies an extraordinarily purposeful drive, as Adam Curle puts it in his treatise on "Educational Strategy for Developing Societies" 3), especially in view of the fact that little foreign capital was involved. Part of the whole plan was educational with a heavy emphasis on intermediate training on all levels inside and outside the formal school system.

Since Africa needs development now, educational planning has to be done on two lines, short-term and long-term. In the long-run the formal education system will have to meet by far the major part of the demand for educated and skilled people. Most African countries have

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2) Report of the UN/ECA/FAO Economic Survey Mission on the Economic Development of Zambia, Ndola, 1964, S.76.

3) Curle, Adam, Educational Strategy for Developing Societies, London, 1965, p.135.

begun to build - or better expand an already existing but embryonic formal structure in the 1950's. Especially the primary-school system has sometimes been expanded at an astonishing but also dangerous speed. Dangerous, because standards, which often were not high, were lowered still further, as, for instance in Ghana, thus bringing about the problem of the primary-school leaver who has received enough education to be alienated from the traditional society but not enough to take his place in a modern economy. Furthermore only a relatively small number had the opportunity to continue their education. There were neither enough secondary schools nor vocational schools to absorb them. Consequently they rejected the idea to work in the traditional subsistence sector of the economy where they could have become a driving force in its change, and moved to the urban centres where they inflated the numbers of the unemployed together with those not educated at all. The UN-report puts the number of the unemployed in Zambia in 1963 at 57,000. Compared with a total employment of about 225,000 this means an unemployment rate of 23.5 per cent.

To avoid this exorbitant waste of already partly trained manpower but also to provide the means for this in form of teachers for the envisaged further education - general and vocational - and in form of engineers, supervisory and managing personnel which is necessary to absorb more unskilled, semi-skilled and skilled manpower, African countries were advised by the resolutions taken at the Addis Ababa conference of African Ministers of Education in 1962 to give priority to secondary education. This has been emphasized upon by the Unesco conference on the Development of Higher Education in Africa and a further Conference of African Ministers of Education in 1964.

Steps to alter the situation in accordance with these recommendations have already been taken in Zambia which suffering from an unfortunate educational heritage had to start from a much lower level when it became independent than most other African countries. But first results of those measures will only be felt in the future as far as secondary education is concerned in 1971.

And what will these results be like with regard to manpower requirements? In answering this question I confine myself to the intermediate grades which are so conducive to development and I rely on the figures given in the UN-report, which are, of course, known to you, but shall be quoted here to illustrate the point I am trying to make. Although a detailed and firmly based manpower survey had not yet been prepared, the mission suggested that requirements in the category will rise to 15,000 in 1965 and to over 23,000 in 1970 and will have reached 39,000 by 1975. Requirement figures are set even higher in the Transitional Development Plan. From a comparison with the projected numbers of those attaining this level of education it can be deduced that in 1975 the highest shortfall will be reached and only afterwards attainments will gradually be drawing nearer to the ceiling of needs still leaving a considerable gap in 1980.

So far we have discussed the problem of middle level manpower from a purely economic point of view but it must be recalled that this group constitutes in the structure of society what in the European context was called the 'middle class' pulling togethor the two structural extremes and what Galbraith has termed the new class'. Its function in Africa is to prevent the rise of an unbalanced society first signs of which have already appeared on the scene.